

**WILL THE POLICE CHIEF OF THE NEXT DECADE  
POSSESS THE ESSENTIAL AND CRITICAL KNOWLEDGE  
AND SKILLS NECESSARY FOR SUCCESS IN LEADING HIS  
ORGANIZATION?**

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NOVEMBER 1986**

**This Command College Independent Study Project is a FUTURES study of a particular emerging issue in law enforcement. Its purpose is NOT to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.**

**Defining the future differs from analyzing the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.**

**Managing the future means influencing the future--creating it, constraining it, adapting to it. A futures study points the way.**

**The views and conclusions expressed in the Command College project are those of the author and are not necessarily those of the Commission on Peace Officer Standards and Training (POST).**

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## EXECUTIVE SUMMARY

As the American Society approaches the year 2000, many changes are rapidly occurring that are now beginning to have, and will continue to have, a profound effect on American law enforcement well into the next century.

These changes are being seen in such ways as the new and expanding ethnic groups developing within our society. Greater numbers of middle aged and older citizens are now becoming prevalent. The general education levels of Americans are increasing, and their expectations and evaluations of law enforcement are becoming more demanding and critical.

The police work force is changing as well, not only in ethnic composition and educational achievement, but also in background, attitude and perspective. The application of computer technology, the increasing fiscal restraints on law enforcement and the increasing demands for police services are all having significant impact.

Consequently, today's law enforcement community is confronted with increasingly more difficult, complex and challenging problems that mandate the need for superiority in police

leadership as we confront the next decade and the turn of the century.

This study project, prepared for the Post Command College, takes the position that as a result of the substantial changes taking place and the corresponding challenges, the need to develop highly qualified, knowledgeable, effective leaders for the police organization of the future is greater now than ever before.

In studying the realm of police leadership, this project focuses upon the position of the Police Chief from two perspectives. The study first examines the individual mission of the Chief, identifying and discussing seven major component parts or areas of responsibility that the Chief must address, both now and in the future. This is followed by an identification of the areas of knowledge, personal qualities and individual skills that study participants determined to be essential to the Police Chief if he is to be successful.

The second perspective examines the trends occurring in society that are impacting upon the position of the Police Chief and provides projection of those trends and their subsequent impact into the next decade. Trend projection is followed by an identification of significant events that could possibly

occur in the future, the impact of those events and study participant forecasts as to the probability of those events actually occurring.

Using the trends and events identified, scenarios are constructed to envision the future of the Police Chief's environment and a strategic plan follows that addresses the development of Police Leadership and the achievement of the desired scenario.

The Strategic Plan is supported by a transition management plan which offers a method for implementing and managing the change from present leadership development efforts to those indicated in the proposed strategic plan.

The project concludes with a summary which emphasizes the responsibility of today's Police Chief to facilitate the growth of leadership within his organization and the responsibility of individuals seeking the position of Police Chief to be cognizant of its demands and fully prepared to meet the challenges ahead.

## INTRODUCTION

Leadership is the key ingredient to the effectiveness and success of any Police organization. Although leadership can and often does come from all levels in the Police organization, the guiding force and primary source of direction and influence should come from the Chief Executive. This person must possess the essential and critical knowledge and skills necessary for effective and successful leadership or the Police organization will flounder.

The issue of Police Leadership can be traced back many years. In a book entitled "American Police Systems", written by Raymond Fosdick and published in 1920, Mr. Fosdick indicated that the quality of Police Leadership had been in question for a long time. He wrote, "Far more than to any other factor, the irrational development of the American Police Organization is due to inadequate leadership."

August Vollmer, a noted law enforcement pioneer and one time Chief of the Berkeley Police Department, expressed concern over the issue of Police Leadership when he wrote in the 1931 Wickersham Commission Report on Police that, "Executive capacity of the very highest degree should be demanded and Universities should vie with each other in turning out from



their institutions men adequately trained to serve their country as efficient Police Leaders."

Since that time, the demand for quality Police leadership has continually grown throughout this century as has the degree of difficulty, complexity and challenge in the duties and responsibilities of the Chief Executive.

In the 1970's we began to see the outward expressions of discontent by the rank and file members of Police organizations toward leadership with increasing frequency through the process of the "No Vote of Confidence" in the Police Chief. Additionally, the trend toward unionization among Police Officers and the creation of the Peace Officers' Bill of Rights were reactions to concerns related in part to Police Leadership. In a 1977 study in California, it was determined that the average Police Chief's tenure was three years before either being fired or resigning.' In the 1980's, the difficulties and complexities of the Police Chief continue to grow and the challenges faced by Police leaders will become even more demanding as we enter into the 1990's.

Society is rapidly changing with the influx of vast numbers of various ethnic groups requiring a new awareness and response to their values and cultural norms. The average age of the population is advancing and their police service needs are

changing. The average citizen is increasingly better educated and more critical of Police methods and response and far more likely to bring civil suit against the Police agency for perceived violations of civil rights. The media also now applies intense scrutiny to the Law Enforcement Agency questioning its operations and effectiveness in the eyes of the public. As the population and its needs expand, so does the demand on existing resources. The results in increased pressure on the Police organization to meet those needs while receiving less resources to work with.

Not only are substantial changes and their corresponding challenges being seen external to the Police organization, but Police leaders must also cope with the changes occurring internally. Computer technology is resulting in a dramatic alteration of data accumulation and retrieval as well as a revelation in the statistical variations that computerized data can provide. This information can be collected and applied to administration and management of the Police organization as well as crime fighting and Police leaders must become proficient in the understanding and application of this evolving resource.

Additionally, the Police work force is undergoing significant changes that will impact on the Police leader. Like society, today's Police Officers are becoming considerably more

integrated with representation from all ethnic groups with significant numbers of Blacks and Hispanics. A substantial number of women have entered the Police ranks as well. Today's Officers are, in large number, the offspring of parents who grew up after World War II and the Korean conflict and come from the "NOW" generation. The parental influence on today's officer was far more liberal and placating and has resulted in an individual who is often more demanding and difficult to supervise and lead. Today's officer will question authority and often wants to know why decisions are being made and the logic behind them. He also wants to be apart of the decision-making process.

It is rare that today's officer has a military background but may often times possess a four-year college degree or higher. This adds to his propensity to challenge leadership, especially if it is perceived to be ineffective. There was a time in the not to distant past when a police officer would not dare to question his sergeant, now the officer will confront the Chief and say "What the hell's going on here Chief - why are we doing this?"

These change factors clearly sound the call for effective, innovative, visionary, superior law enforcement leadership now, and even more so, in the years to come.

Consequently, we must recognize what constitutes effective and successful leadership, insure that the Police Chief's mission is clearly defined and accomplished, anticipate what the future holds in store and build systems to facilitate the development of leadership knowledge and skills in people who will be given the authority, responsibility and the challenge to lead the Police Organizations of the next decade and beyond.

## STUDY OBJECTIVES

The study that follows will address these objectives:

1. The presentation of a discussion on Leadership with excerpts from a literature scan.
2. The identification of the component parts or areas of responsibility critical to the individual mission of the Police Chief.
3. The identification of the areas of knowledge, personal qualities and individual skills considered to be most important in accomplishing the Police Chief's mission both now and in the future.
4. The identification and projection of trends in society that are now, and will continue to, impact upon the position of the Police Chief in the next decade.
5. The identification of significant events that may occur in the future, the impact of these events, and a forecasted probability of their occurrence.
6. The development of scenarios on the future environment of the Police Chief based upon the trends and events identified.
7. The formulation of a Strategic Plan to facilitate the development of effective Police Leadership for the future and bring about the achievement of a desired scenario.
8. The formulation of a Transition Management Plan to facilitate the successful implementation of the Strategic Plan.

## STUDY METHODOLOGY

The manner in which the data for this study was compiled utilized four different forms of information-gathering:

### LITERATURE SCANNING

The first step involved the review of various texts, magazines and periodicals for information relevant to leadership and the position of the Police Chief now and in the future.

### NOMINAL GROUP TECHNIQUE

The second step involved the application of two Nominal Group Technique sessions. The first session brought together a group of Police Chiefs from Contra Costa County to address the study objectives. The second session involved a group of City Managers from the County.

### PERSONAL INTERVIEWS

The third step taken was to individually interview consultants, City Managers and Police Chiefs in neighboring counties to gain their responses to the study objectives.

### SURVEY QUESTIONNAIRE

The final step involved the use of a survey questionnaire among rank and file law enforcement personnel to gain their input.

## LITERATURE SCAN

This project study begins with a brief discussion of leadership perspectives containing excerpts from books and other forms of literature scanned that were considered to be interesting and relevant to the study topic.

The concept of leadership is one that has intrigued mankind for centuries. Definition, perception and application of leadership is as varied as the boundaries of human character allow it to be. When asked to define its meaning, people find it difficult to settle on a precise definition of what it is and what it means to them but readily recognize its presence and impact when they personally experience effective leadership.

The intrigue, the perceptions, the expectations and often times, the controversy of leadership is a prevailing issue in the law enforcement culture. With the ever increasing complexities of an expanding and diversified American society and the corresponding changes occurring within the law enforcement work force, the issue of leadership in the Police organization becomes more critical than ever before. To be effective and successful in leading police organizations into the future, the Police Chief must have a firm understanding of

leadership concepts and be able to apply this knowledge and achieve his mission for the organization. He must be a leader, not just an administrator.

In any inquiry into the realm of leadership one quickly comes to the realization that leadership is difficult to define. It has no body of distinctive literature, no universally recognized spokesmen or established authorities and no unique assumptions.

Many people believe that leadership is a gift that occurs naturally, that you either have it, or you do not have it. Others believe that leadership is a personal force that one can develop, an ability that can be mastered if one chooses to pursue it. Leadership can result from a culmination of factors consisting of all the human influences surrounding a person as he grows; his family, friends, peers, school teachers, role models and life experiences; in conjunction with individual pursuit of knowledge and practice of leadership principles.

General Omar Bradley of World War II fame often said, "Leadership is not a born gift but is developed by study and training."

Those who believe that leadership is born, not made, will argue that leadership requires exceptional intellect. Although a



study of those in leadership positions show, that brilliance of intellect is indeed an advantage to the leader, but character, courage and perseverance is what really leads to success.

Ulysses S. Grant, the famous Civil War General and 18th President of the United States offers an interesting picture on the substance of leadership:

"There was a great deal of the average man in Grant. He was beset by human failings. He could not look impressive. He had no sense of destiny. In his great hours, it was sweat, rather than inspiration, dogged perseverance, rather than the aura of power, that made the hour great.

Average though he was in many things, there was nothing average about the strong way in which he took hold, applying massive common sense to the complex problems of the field. His virtues as a military leader were of the simpler sort that plain men may understand and hope to emulate. He was direct in manner. He never intrigued. His speech was homely. He was approachable. His mind never deviated from the object. Though a stubborn man, he was always willing to listen to his subordinates. He never adhered to a plan obstinately, but nothing could induce him to forsake the idea behind the plan.

History has left us a clear view of how he attained to greatness in leadership by holding steadfastly to a few main principles:

Quiet resolution.

The willingness to take risks.

The will to take full responsibility for decision.

The readiness to share its rewards with subordinates.

An equal readiness to take the blame when things go adversely.

The nerve to survive storm and disappointment and to face toward each new day with the score sheet wiped clean, neither dwelling on one's successes nor accepting discouragement from one's failures.

In these things lie a great part of the essence of leadership, for they are the constituents of that kind of moral courage that has enabled one man to draw many others to him in any age."<sup>2</sup>

This description of Grant and his characteristics gives us one view of leadership and its principles, yet in looking at General Douglas MacArthur, we see a very different picture of leadership:

"He was a great thundering paradox of a man, noble and ignoble, inspiring and outrageous, arrogant and shy, the best of men and the worst of men, the most protean, most ridiculous and most sublime. Flamboyant, imperious and apocalyptic, he carried the plumage of a flamingo, could not acknowledge errors, and tried to cover up his mistakes with sly, childish tricks. Yet he was also endowed with great personal charm, a will of iron and a soaring intellect. He was extraordinarily brave and seemed to seek death on the battlefields. He never went to church but read the Bible every day. Behind his bravura and his stern Roman front, he was restive and high strung, an embodiment of machismo who frequently wept.

Tall, lean, athletic, gentlemanly but firm, calm in crisis, with tremendous reserves of physical and nervous energy, he became the apotheosis of leadership."<sup>3</sup>

Virtually anything that can be said about leadership can be denied or disproven. Leadership studies, to the extent that they exist, are unscientific. Countless paradoxes and contradictions letter every manuscript on leadership.

Former President Richard Nixon gives his perspective on leadership as follows:

"Great leadership is a unique form of art, requiring both force and vision to an extraordinary degree. Leadership is more than technique, though techniques are necessary. In a sense, management is prose; leadership is poetry. The leader necessarily deals to a large extent in symbols, in images, and in the sort of galvanizing idea that becomes a force. People

are persuaded by reason, but moved by emotion; he must both persuade them and move them. The manager thinks of today and tomorrow. The leader must think of the day after tomorrow.

Great leadership requires a great vision, one that inspires the leader and enables him to inspire the nation. People both love the great leader and hate him; they are seldom indifferent to him."<sup>4</sup>

In contrast to President Nixon, former President Harry Truman said:

"Leadership is the ability to get men to do what they don't want to do and like it."

General George S. Patton, Jr., when asked to define leadership, said:

"Leadership is the thing that wins battles. I have it, but I'll be damned if I can define it. It probably consists of knowing what you want to do, and then doing it and getting mad as hell if anyone tries to get in your way. Self confidence and leadership are twin brothers."

Mr. Thomas E. Cronin, in an essay on Leadership, writes:

"Leaders are individuals who can help create options and opportunities, who can help clarify problems and choices, who can build morale and coalitions, who can inspire others and provide a vision of the possibilities and promise of a better organization or a better community. Leaders have those indispensable qualities of contagious self-confidence, unwarranted optimism, and incurable idealism that allows them to attract and mobilize others to undertake demanding tasks they never dreamed they could undertake. In short, leaders empower and help liberate others. They enhance the possibilities for freedom, both for people and for organizations. They engage with followers in such a way that many of the followers become leaders in their own right."<sup>5</sup>

In an article written by Ronald Kelly, he writes:

"One should conceive of the leader, not as the man in the group who is able to assert his individual will and get others to follow him, but as the one who knows how to relate different wills so that they will have a driving force. He must know how to create a group power rather than to express a personal power."

The leader must believe in the dignity of the individual and in the value of each man's participation." 6  
In an article entitled, "Leadership-Management's Better Half",

Mr. John Zenger identifies six aspects to Leadership:

1. Leaders create values through Communications

- Expressing one's self persuasively
- Being articulate
- Repeating the leader's message - again and again
- Focusing on emotional issues that connect them with their followers
- Conveying a vision of the future  
They are the catalysts that define the organization's mission. Nothing is as effective as a leader who gets out among employees and face to face, talks about his vision of the organization's future and the values inherent in getting there.

2. Leaders develop committed followers:

- Involving others
- Seeking advice
- Providing feedback
- Asking for information
- Soliciting solutions
- Expecting high quality and quantity but tolerating honest mistakes
- Preparing and running effective meetings

3. Leaders inspire lofty accomplishments

- Being optimistic
- Setting high standards

4. Leaders model appropriate behavior

They symbolize the values and norms of the group. Leaders know that people emulate their behavior. People want to see a calm, steady hand at the rudder. A leader does not magnify other's anxiety by behaving frantically.

5. Leaders focus attention on important issues. They ferret out the issues and recognize that only a limited number of goals can be pursued at one time so they take care in choosing what to emphasize.

6. Leaders connect their organization to the outside world.7

The contrasts, the interpretations, the ambiguities of Leadership go on and on as one scans the literature about it.

One final excerpt from a recent (1985) and seemingly thorough examination of Leaders was found in the book entitled, "Leaders: Strategies for Taking Charge", written by Warren Bennis and Burt Nanus.

In the aftermath of their examination of ninety leaders in both the private and public sector, the authors indicated that Leadership skills can be learned, developed and improved upon. They said that Leadership seems to be the marshalling of skills possessed by a majority but used by a minority. However, it is something that can be learned by anyone, taught to everyone, denied to no one. They said leading is influencing, guiding in direction, causes, action and opinion.

In their research of leaders, they discovered four characteristics that Leaders held in common:

1. Attention through vision
2. Meaning through communication
3. Trust through positioning
4. Deployment of self through positive self-regard and positive thinking

The characteristics they identified merit brief examination.

The common characteristic among the leaders identified as Attention through Vision, indicated that the leaders had a vision of the future and knew where they wanted to take the organization. As they conveyed their visions to their subordinates, they were able to bring about a confidence on the part of the employee, a confidence that instilled in them a belief that they were capable of performing the necessary acts. These leaders were challengers, not coddlers.

In communicating their meanings, many of the leaders studied had a penchant for metaphor if not for models. They used comparison and analogy to bring subjects to life. "As in speaking of an acre, it is clearer to indicate it as the size of a football field, than to identify it as 4,840 square yards." They indicated that all organizations depend on the existence of shared meanings and interpretations of reality, which facilitate coordinated action. The actions and symbols of leadership frame and mobilize meaning. Leaders articulate and define what has previously remained implicit or unsaid, then they invest images, metaphors, and models that provide a focus for new attention. By doing so, they consolidate and challenge prevailing wisdom. They indicated that an essential factor in Leadership is the capacity to influence and organize meaning for the members of the organization.

In trust through positioning, they explained that we trust people who are predictable, whose positions are known and who keep at it. Leaders who are trusted make themselves known, make their positions clear. They are reliable and tirelessly persistent.

Positioning is the set of actions necessary to implement the vision of a leader. If vision is the idea, then positioning is the niche the leader establishes. For this niche to be achieved, the leader must be the epitome not only of clarity, but of consistency and reliability.

Any new idea looks either foolish or impractical or unfeasible at first. It takes repeated, endless demonstrations and monotonous rehearsals before innovation can be accepted and internalized by an organization. This requires staying power and courageous patience.

Lastly, the deployment of self through positive self-regard, was identified as a common characteristic of the leaders studied. The authors noted that there was no trace of self worship or cockiness in the leaders analyzed, but they knew their worth. They trusted themselves without letting their ego or image get in the way.

Recognizing strengths and compensating for weaknesses represented, the first step in achieving positive self-regard. The second step involved nurturing of skills with discipline, working on and developing one's talents. The third step identified was the ability to discern the fit, between the Leader's strength and weaknesses and the organization's needs for specific strengths in a leader.

Positive self-regard seems to exert its force by creating in others a sense of confidence and high expectations, not very different from the fabled Pygmalion effect.

Of the literature reviewed and drawn upon for perceptions of leadership, the excerpts that have been presented seemed extremely appropriate, relevant and useful as a beginning source from which to start an inquiry into the understanding of Leadership and how its principles can be applied by the Police Chief of today and tomorrow.



STUDY FINDINGS - PART I

DEFINING THE POLICE CHIEF'S MISSION

AND

MISSION ACCOMPLISHMENT - THE KNOWLEDGE, QUALITIES  
AND SKILLS NEEDED

In formulating a study approach to the issue of Leadership in the future, it was determined that the study should first examine the nature of the Police Chief's position and identify the integral aspects to it as perceived by today's Police Chiefs, City Managers and rank and file members of the Police profession. They would be asked what the Police Chief's mission is now and what it would be in the future. They would then be asked to identify the areas of knowledge, personal qualities and individual skills that they considered essential in a Police Chief to successfully carry out his mission.

The next section is a compilation of the responses obtained from the study project participants and supporting excerpts from literature sources scanned, that defines the Police Chief's mission and identifies the essential areas of knowledge, personal qualities and skills necessary to accomplish that mission.

#### Defining the Police Chief's Mission

An essential element of any modern professional law enforcement agency today is its mission statement. A statement that defines the overall purpose of the organization and provides the members of that organization with broad direction and a general framework from which to develop and achieve specific goals and objectives.

It would be simple, and certainly not incorrect, to say that the mission of the Police Chief is to insure that the mission of his organization is continually addressed by his personnel and accomplished wherever possible through the most efficient and effective means at his disposal.

However, from this study, it was determined that the Police Chief's mission is a multi-faceted task requiring far more than achievement of the organizational mission.

Upon analyzing the study responses, it became apparent that there were seven major elements within the overall mission of the Police Chief. These mission elements were identified as follows:

#### A Vision for the Organization's Future

The Police Chief of today and the future must have a futuristic vision of what the organization should become, what it should consist of, where it should be heading, and what it should be accomplishing in the years to come. Possibly the foremost aspect of the Chief's mission is to develop this vision for the future, convey this vision to his personnel and gain their commitment to its achievement. He must then take the steps necessary to bring the vision to reality and must realize that this task will be extremely difficult and require perseverance.

Mr. Ronald Kelly writes on the Vision of Leadership as:

"Being able to see beyond the mundane problems of here and now and being able to envision what tomorrow can be. The future at times may look bleak, but vision of what ought to be, coupled with the knowledge of how to bring it about, separates the great leaders from common people.

The true leader with vision knows the way is difficult, that the road to success is indeed narrow and rutty. But the great leader will hang in there when the going is rough. He can stand fast, maintain his poise and confidence when no one else can see the possibility of his vision."<sup>6</sup>

The following portrayal is an example that illustrates the sometimes irrational self-confidence and vision that motivates the effective leader:

"A third grade class begins and the teacher says, 'Class, take out your pencils and paper and draw a picture of anything you can think of.' Students begin to draw -- balls, trees, automobiles, and so forth. Teacher asks Sally, in the second row, 'What are you drawing?' Sally says, 'I'm drawing a picture of God.' Teacher says, 'But no one has ever seen God; we don't know what he looks like.' An undaunted Sally responds, 'Well, they sure will when I get through!'"<sup>7</sup>

Warren Bennis and Bert Nanus, in their study of leadership, spoke substantially of the need for vision. They indicated that leaders had often failed to instill vision in their followers. They stated that in order to create a vision, a leader must pay attention to what is going on in the organization and recognize the early warning signals of change. They must monitor the trends occurring both internal and external to the organization and assess the consequences. They must ask questions and listen to others who are advocating visions for the organization's future."<sup>8</sup>

Henry Kissinger, speaking on the topic of leadership, says:

"The task of a leader is to get his people from where they are to where they have not been. The public does not fully understand the world into which it is going. Leaders must invoke an alchemy of great vision. Those leaders who do not are ultimately judged failures, even though they may be popular at the moment."

In the final analysis, scanning the literature and considering the input of the various sources for this study, it became apparent that having a vision for the future of the organization and taking steps to make that vision a reality is a key element in the Police Chief's mission, critical and essential to his current and future success.

#### Serving the City Government

The second element of the Chief's mission was identified as responsiveness, input to, and support of the City Manager, Mayor and elected officials who represent city government. The consensus among City Managers was that the Chief should be an advisor to the City Manager and in many instances a counselor to both manager and council. It was also indicated that the Chief's input in an advisory capacity to various governmental sub-committees and selected community groups on a variety of issues, not necessarily always directly involving law enforcement, was also a responsibility.

Whenever appropriate, the Chief should recognize in his public comments to the media, professional organizations and community groups, the input, assistance and direction of the City Manager

and the elected officials and share with them or credit them as appropriate, with the success of the Police Department. The Chief must also do what he can to protect his City Manager and elected officials from external forces wherever possible, while ensuring that he does not become a threat to his City Manager as a result of his own community influences and support.

It was emphasized that the Police Chief, in his negotiations and dealings with other city department heads, had to function as a "Team Player" recognizing the importance and needs of the other departments as well as his own. Finally, they stressed the importance of the Chief's continual assessment of the essential needs of the police organization and the communication of those needs to city government.

#### Serving the Community

Study data generated indicated that a third element and a substantial portion of the Chief's mission dealt with his interaction with the community he serves. Responses stressed the importance of the Chief as a community leader who must be visible, accessible and involved. He must insure that he maintains a continual awareness of the changing needs and values of the community and reacts to those changes accordingly. He must also educate the community in regard to the capabilities, realities and limitations of the law and its application to community problems while safe guarding the civil

rights and protection of all citizens. He must often interpret and translate to community leaders and groups, the policies and decisions established by city government that impact on law enforcement activities and actions, explaining the reasons and rationale for their design and substance. He must act as a public relations facilitator for his department and act to some degree, as a salesman of the police mission, explaining and seeking support for the tempo and emphasis of law enforcement efforts. He should have systems in place to alert him to the first signs of a major community problem and direct his organization to respond to it.

In serving the community, one Chief emphasized the need for a Chief to be in personal contact with the people in the community who really rely upon and frequently use the Police services. He said that being a member of the local Rotary or Kiwanis Club, or speaking to the business and professional organizations in the community was not nearly as important as attending Neighborhood Council Meetings, Home Alert Groups, and just meeting with small groups in their kitchens and living rooms. By being in touch with those who really use the Police services, a Chief will find out how his force is performing, its strengths and weaknesses and what he must take action upon.

### Serving the Police Organization

The fourth element of the Chief's mission consists of his duties and responsibilities to his organization. The Chief's responses indicated first a need to be a leader in addition to being a manager and administrator; being a steward of the organization's values; setting an example in appearance, attitude, enthusiasm, dedication and hard work; establishing policy, coordinating and directing the use of resources, mediating disputes and serving as the ultimate decision-maker. In regard to long term service to the organization, the Chief should have systems in operation which specifically facilitate the development of leadership within the organization to fulfill its future needs for effective leaders.

Establishing a system of inspectional control was also identified. In protecting himself and his organization against civil litigation, while at the same time improving organizational efficiency, a Chief must install methods for confirming that the information he receives about organizational matters is accurate and that his directions and policies are viable and being followed. The Chief should not depend solely upon his chain of command for accountability. Methods such as the creation of inspectional forms, signed by persons to be held accountable, can be utilized.



Personal review of all police reports involving use of force, weapons, injury, etc., and initiation of supplemental administrative inquiries, personal observations and the use of a specific representative conducting inspections of operations and reporting directly to the Chief, are all inspectional methods to meet the needs for inspectional control.

The Chief must also know what resources are needed to accomplish the organization's objectives and do all he can to obtain those needed resources. He must utilize resources in a balanced manner, not over-reacting to the demands from external sources, but expending his resources in a manner reflective of the realistic service needs of the whole community.

Lastly, he must see himself as a coach to his organization, striving continually for maximum productivity, efficiency and effectiveness while being sensitive to personnel needs, maintaining high morale and educating, yet shielding his organization from the external influences being brought to bare.

#### Serving the Police Officer

The data generated from police officer surveys identified this fifth element of the Chief's individual mission, indicating that the Chief must exhibit a high profile within the organization and involve himself in direct day-to-day

communications with all subordinate levels regarding his concerns and directives. He should lead by example, providing an identity for the organization, symbolizing the individual style and characteristics that should be emulated; give personal recognition to the good workers and high achievers in the organization and insure that a system of promotion based on merit exists.

He should build and promote unity within the organization, insure an acceptable degree of assignment stability, establish standards of honesty and integrity, establish a fair and consistent system for the administration of discipline and continually maintain a system for individual personnel development, to insure the presence of well-rounded officers with broad perspective.

#### Serving the Police Profession

The sixth element identified in the Chief's mission was his obligation and responsibility to serve and build upon the professionalism of the Police profession. He must always be willing to contribute a portion of his time and efforts to developing the body of knowledge, the standards and the ethics to which all those in the profession are judged. He must himself exemplify those standards and ethics and promote them within his organization and in all his dealings with his city government and the public. He must recognize his allegiance to

the profession and seek to improve its standing in all that he does.

#### Serving Self and Family

The final primary element of the Chief's mission that was identified was his responsibility to himself and his family. He must always be cognizant of his health and need for diversion from his tasks. He must be careful not to immerse himself in his work to the detriment of his health, his social well-being and his family's needs. He must always ensure that meaningful time spent with his family is allocated and that attention to family members' individual needs are continually assessed and provided.

#### Mission Summary

The responses from those queried for this study support the notion that the Police Chief's mission is a multi-faceted, complex and demanding one. One that requires recognition of the need for organizational vision and formulation of that vision, either through the Chief's own perceptions of what the future of the organization should be or through a combination of ideas, concepts and desires from himself, members of his organization, city government and the community. The implementation of vision in conjunction with the recognition and servicing of the needs of city government, community, organization as an entity, subordinate personnel, the police

profession, self and family, are the essence and the substance of the Police Chief's individual mission, both now and in the decade to come.

#### MISSION ACCOMPLISHMENT - NOW AND IN THE FUTURE

Having established a definitive description of the Police Chief's mission, study participants were then asked to consider what was necessary to effectively and successfully accomplish the mission, both now and in the future, in terms of personal qualities, knowledge and skills.

The responses from the Police Chiefs themselves, the City Managers and the Police Officers, in addition to the literature scanned, suggested that the elements necessary are many and varied and rarely found in the existence of one human being.

#### Personal Qualities

To begin, let us briefly consider EGO. The American Heritage dictionary defines ego as, "The personality component that is conscious, most immediately controls behavior, and is most in touch with external reality; Egoism is the belief that self interest is the just and proper motive force."

In commentary on the Police Chief's job in the largest and most complex city in California, Los Angeles, Mr. Jerry Cohen,

writing for the L.A. Times, found ego to be essential and wrote:

"To be a Police Chief in Los Angeles in the last half of the 20th Century is to invite controversy, blistering pressures from a fragmented mix of desperate interests and, in many instances, public scorn. It is no job of the timid mind, a thin hide, a suspect constitution or a passion for privacy. The man's own expectations of excellence are heavy baggage, a widely mixed freight of personal principal and ego. The latter quality being according to a consensus by police professionals and police office holders interviewed by the L.A. Times, the prod without which no officer can rise to the office of Chief and without which no man once installed in that rank can survive."<sup>11</sup>

In reviewing various sources of literature for this study, the element of ego was often noted and discussed as important, yet in surveying officers and talking with Police Chiefs and City Managers for this study, not once was ego mentioned or suggested as an aspect of character needed by the Police Chief. Nevertheless, it is mentioned here as worthy of some thought in relation to self examination.

In contrast to ego, all sources for this study expressed the need for a Police Chief to possess Integrity.

The following is a brief passage taken from the November 1986 issue of the Rotarian Magazine that exemplifies the meaning of integrity:

"In the operating room of a great hospital, a young nurse had her first day of full responsibility. 'You've removed 11 sponges, Doctor,' she said to the surgeon. 'We used 12.'

'I've removed them all,' the doctor declared. 'We'll close the incision now.'

'No,' the nurse objected. 'We used 12.'

'I'll take the responsibility,' the surgeon said grimly. 'Suture!'

'You can't do that!' blazed the nurse. 'Think of the patient!'

The doctor smiled, then showed the nurse the twelfth sponge. 'You'll do,' he said. He had been testing her for integrity-- and she had it.

Integrity, having the courage of your convictions, doing what you believe is right and not fearing to speak out. Those who have integrity in large measure have discovered something that the rest of the world must learn: this desirable quality, which many look upon as a mixture of sacrifice, struggle, and disadvantageous decision-making, actually makes life easier, more joyful, and more powerful."<sup>12</sup>

A second quality identified was that of self confidence, a firm belief in one's his own competence. In today's society, where the Chief is frequently subjected to caustic personal commentary, where he is criticized, second guessed and often blamed for problems and failures beyond his control, he must possess a sense of personal security and stability. His own self confidence will exude itself to others and enable him and his subordinates to accomplish the tasks that are presented. A Chief must also be able to make an accurate self-assessment so as to know what his strengths and his weaknesses are and to act and seek assistance accordingly.

He need not be brilliant, yet a high degree of intelligence is essential. He must utilize common sense, possess patience, be

concerned about his subordinates and have sensitivity for their problems, their needs and aspirations. He must be honest, fair, and flexible and have a positive regard for people.

The Chief must be decisive, obtaining the facts, weighing them against one another, then calmly and quickly arriving at a sound decision. Charisma was not cited as a need quality but optimism, high energy, good humor and determination were.

He must be intuitive, innovative and able to keep a confidence. Finally, study data said he should possess good health, suggesting that he avoid excessive consumption of coffee, cigarettes and alcohol while maintaining cardio-vascular fitness through a program of regular exercise.

Time Magazine presented a special report on leadership in which they asked certain officials around the country what they felt were the key qualities of a leader. Some excerpts:

Senator Robert Packwood of Oregon said, "Purpose, integrity and tolerance. A willingness to keep an open mind and admit that you may be wrong. Imagination, which is nothing more than a respect for history without undue reverence for it."

Clarence Barksdale, Board Chairman of the First National Bank of St. Louis, said one trait that was not essential was

superior intelligence. He noted, "My home state guy, Harry Truman said, 'The C students run the world'."

Police Chief, Joseph McNamara, pin-pointed "good judgment" saying that, "Someone can have all the best traits but if his judgment is poor, the net results are going to be bad." 13

Whisenand and Ferguson in their book, "The Managing of Police Organizations", identified ten qualities essential to the Police Leader:

1. Intelligence
2. Experience
3. Originality
4. Receptiveness
5. Teaching ability
6. Personality
7. Knowledge of Human Behavior
8. Courage
9. Tenacity
10. A sense of justice and fair play

They also emphasized the element of creativity saying that a police leader must be flexible, able to change course as the situation changes, give up prior plans and continuously adapt to the law of the changing situation, changing authority and changing character or shifting problems.



They indicate also that police organizations have remained too long, singularly oriented toward organizational goals and that with the coming of the better educated, more sophisticated patrol officer, leaders must become equally concerned with the personal needs of the employees as well as those of the organization. They discuss Maslow's hierarchy of needs and suggest an emphasis on allowing self-actualization opportunities for the emerging generation of police to be a most responsible approach to leadership in modern police organizations. To this point, they say that assisting others in self-actualization is much easier when the leader himself is self-actualized and is making the best use of his own potential in a job that has meaning and importance.<sup>14</sup>

#### Future Qualities Needed

There was general consensus among the participants in this study that all the qualities discussed, integrity, self confidence, patience, sensitivity, etc., will remain a necessity in the character of the future Police Chief. However, it was also perceived that in addition, the Chief of the next decade will need greater self-confidence than ever before, open mindedness with an understanding of changing values and a willingness to be flexible and adapt to the changes.

It was felt that the Chief will have to have a positive attitude toward continuing education for himself. He must

realize the continual need for improvement and refinement of his abilities and must be willing and receptive to continued exposure and instruction through attendance at training courses. Courses attended should include those from non-police sources so as to develop his administrative and political skills as well as to broaden his expertise from a non-sworn perspective.

#### Personal Knowledge

The data generated from group sessions, interviews and surveys regarding what areas of personal knowledge are essential to the Police Chief's ability and effectiveness in accomplishing his mission is extensive.

He must first have a well-rounded knowledge of Penal Law, Civil Law, Administrative Law and Labor Relations. He must maintain familiarity with police systems and practices to include the various tools and weapons being utilized and the field tactics being employed.

He must understand government processes, know the purpose and functions of the various city departments and more importantly, he must know what the environment is in his organization. He must, through his own efforts and examination, know the values that are important to his city government and to his

organization. He should be knowledgeable in psychology and sociology and know how to motivate people. In this era of newly arriving diversity in the work force and in American society, he must be cognizant of cultural dynamics.

Additionally, the age of the computer has arrived and dictates a need for the Chief to grasp the application and value of this new technology.

The Chief must have a firm understanding of financial management and budget, getting the greatest use out of limited resources, both monetary and physical. He must never sell out the future through the investment of resources in a present problem.

He must comprehend the dynamics of the political arena and know how to integrate political realities into his efforts to accomplish his mission. On the issue of political knowledge, Chief Daryl Gates of L.A.P.D. has stated:

"You really have to understand politics and where all the power bases are. Understanding how people think and work, particularly the politicians. And you have to be willing where you can't compromise, where you can't make little things flow right, when things don't go right, you have to be willing to stand up and take it."

Study findings indicated that the Chief must further understand media relations and its impact on his image, his organization's image and the communities perceptions.

Finally, he must know his community, its values, its needs, both realistic and perceived in terms of law enforcement service, its concerns and problems.

#### Future Knowledge Needed

With the continuing diversity, increased education, differing values and attitudes toward authority, it was felt that the Chief of the next decade will have to become ever more proficient in labor relations relative to his work force. He will have to improve upon his interpersonal skills, knowledge and his comprehension of conflict resolution. Additionally, his knowledge of cultural differences among ethnic groups will have to increase substantially. The Chief will have to be able to recognize circumstances subject to civil litigation and reduce the likelihood of this litigation through effective inspectional control systems.

He will have to know how to react to and deal with ever increasing numbers of special interest and pressure groups. He will have to be able to recognize trends occurring in his community and react to them in a responsive, positive manner.

Lastly, he should better understand the impact of stress on his own being and learn stress management and relaxation techniques.

### Individual Skills

In analyzing the data generated from this study, it was frequently indicated that the first critical skill required of a Police Chief was to be an excellent communicator, articulate in his speech, able to address both large groups and individuals in a manner that clearly conveys his meaning and purpose without being offensive or threatening but rather persuasive, convincing, concerned, personable and sincere; proficient in his writing, able to express his thoughts concisely and effectively. In the book, "Great Contemporaries", Winston Churchill wrote,

"One mark of a great man is the power of making lasting impressions upon people he meets. Some do this through their physical presence, some through the strength of their intelligence. I also think it is no coincidence that virtually all of the major leaders I have known were exceptionally skilled in the vanishing art of face-to-face conversation. Leadership is persuasion, and the leader who fails as an interesting, impressive conversationalist is likely to fail as a persuader and therefore as a leader."

A second critical skill identified by study participants was that of decision-maker. A Chief must gather the facts, identify the options, weigh the collective wisdom of subordinates and peers, then act.

In speaking of decisiveness, former President Nixon has written:

"The great leader needs insight, foresight and the willingness to take the bold but calculated risk. He also needs luck. Above all he must be decisive. He must analyze his choices shrewdly and dispassionately, but then he must act. He must not succumb to 'Paralysis by Analysis'."

In considering the skill of decision-making, the Chief must also not dwell on his decisions once they are made. President Nixon speaks to this point saying,

"If a leader dwells too much on whether his decisions were right, he becomes paralyzed. The only way he can give adequate attention to the decisions he has to make tomorrow is to put those of yesterday firmly behind him. This does not mean he does not learn from his mistakes. It does mean that his reflection on them should be analytical, not compulsive or guilt-ridden."<sup>14</sup>

Study group participants indicated that a Chief should have a sense of spontaneity, of timing, and be able to conceptualize. He should be able to process substantial quantities of information, analyze it and think in a logical manner.

Political savvy was identified as a skill that the Police Chief must possess to be successful. He must be able to garner support for his administration while maintaining his integrity.

Jerry Cohen, a writer for the L.A. Times, writes in an article on the position of the Police Chief:

"Ironically, the single most important skill a Chief must cultivate, according to a consensus of police professionals and political office holders interviewed by the L. A. Times, is the one that officers are discouraged from practicing until they reach the apotheoses of their profession as Chief of Police, that of politician and public speaker."

Study participants identified the art of delegation as another critical skill a Police Chief must possess. He must know what can be delegated and who is most appropriate to handle the task.

Former President Richard Nixon writes about delegation, saying:

"One of the hardest things for many leaders to accept is the need for delegation. Eisenhower once commented to me that the most difficult thing he had to overcome as an executive was learning to sign a bad letter; that is to put his signature on one that had been written for him, even though he knew that he himself could have done it better.

Delegation can never be a substitute for the leader's thinking a problem through and making the key decisions on the major issues. He can and must delegate to others the responsibility for doing things. He cannot and should not delegate to others the responsibility for deciding what should be done."

A Police Chief in today's increasingly demanding atmosphere must possess the skill of time management. This skill is considered in conjunction with delegation as former President Nixon has written:

"A leader's most precious resource is his time. If he squanders it on the non-essentials, he will fail. Among the most important choices are those in which he selects what he will do himself and what he will leave to others - and also those in which he selects the people to whom he will delegate. The leader has to be able to get good people and also to get rid of those who for whatever reason do not work out."

The Chief must be a motivator, a planner, a good listener, and a consensus builder. He must be a competent negotiator able to leave a bargaining session with both sides believing that they have won without weakening his power or authority.

Finally, practically every source consulted for this study emphasized the need for the Police Chief to be a "Team Player" at City Hall. He must convey the message to others that he is not interested solely in the needs of his department to the exclusion of the needs of the other departments within the

City. He must be willing to recognize the reality of having to share a proportionate amount of the available resources with other departments and be willing to cooperate and support the provision of those needs throughout city service.

#### Future Skills Needed

It was anticipated that the Chief of the next decade may need to become more of a delegator as more demands are placed upon him. He may have to concern himself more with the image he projects both to his subordinates and the community, one consisting of and inferring greater concern, sensitivity, fairness and competency.

As the intensity of media scrutiny increases, the Chief will need to become more astute in his handling of the media. He will have to become an even better communicator and be able to deal with ambiguity. He may need to be multi-lingual in some cities. He will have to have a greater sense for marketing and selling his organization and its objectives.

Finally, he will need to become a better manager of people and resources as they remain constant in quantity while demands increase.



### Mission Accomplishment Summary

As one can plainly see in examining all the areas of knowledge, qualities and skills perceived to be needed now and in the future for a Police Chief to be effective and successful in accomplishing his mission, it is an awesome array of requirements. It is noted that no one element listed is extremely rare but to find a person possessing all or even the majority of those elements is extremely rare. Even rarer still, would be to find an individual, who clearly understands the mission of today's Police Chief, is aware of the demands, the pressures, the sacrifices called for, and is still willing to seek and accept the job.

STUDY FINDINGS - PART II

DEFINING THE FUTURE

TREND IDENTIFICATION AND PROJECTION

EVENT IDENTIFICATION AND PROBABILITY FORECAST

SCENARIOS

## TREND IDENTIFICATION AND PROJECTION

Having examined the mission of the Police Chief and the individual means that are perceived to be critical in accomplishing that mission, the Study focus shifted to an examination of the future environment of the Police Chief.

Study participants were first asked to identify as many trends in today's society as possible, that they felt were currently impacting upon the position of the Police Chief in such a way as to make the Chief's job more difficult, complex and demanding. They were asked to identify trends that law enforcement leadership should be recognizing and reacting to in terms of responsiveness and the need for future preparation.

Participants then proceeded to identify a substantial list of trends meeting this criteria. (See Appendix for list). From this list, five trends, perceived by group participants to be most significant in their impact on the future environment of the Police Chief, were selected for trend projection and examination of impact. These trends were identified as follows:

:

### Critical Trends

1. Increasing civil liability resulting from police actions.
2. Diminishing resources/revenue.
3. Cultural and ethnic changes occurring in society.
4. Intense media scrutiny and manipulation.
5. The continuing ineffectiveness of the judicial system.

### Trend Projections

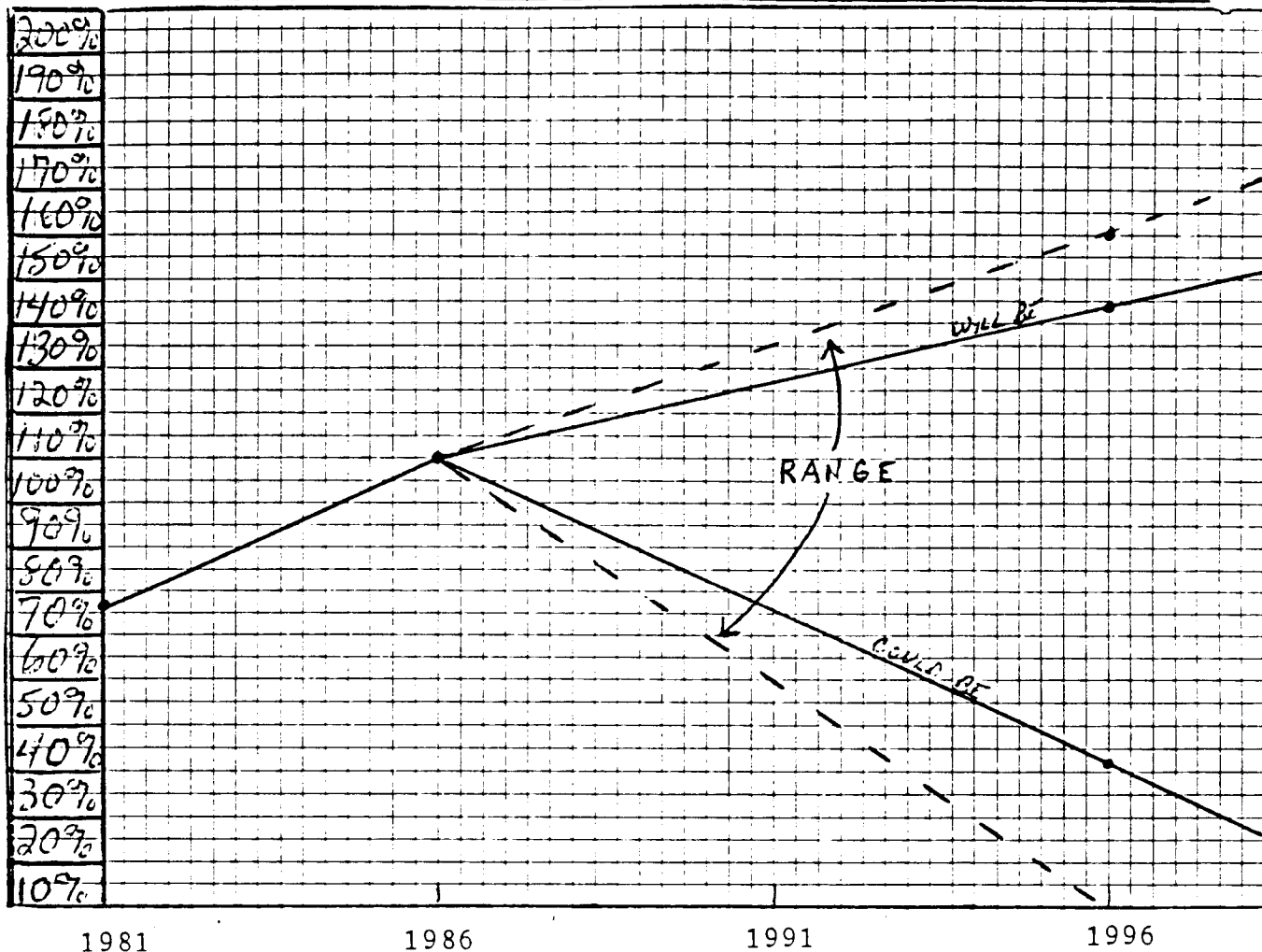
The group was next asked to consider the impact that each of the five trends identified as critical was having on the job of the Police Chief today, and from that point, project their future impact in the next ten years. These projections were requested on two levels using a percentage format.

The first projection requested, asked what "Will Be" the impact of the trend in the next ten years if current forces and decisions continue in the same vein and at the same rate.

The second projection asked what "Could Be" the impact of the trend in the next ten years if the forces within the environment behaved and acted as responsibly as it would if it really wanted to.

The following is the results of those projections and the implications drawn from them:

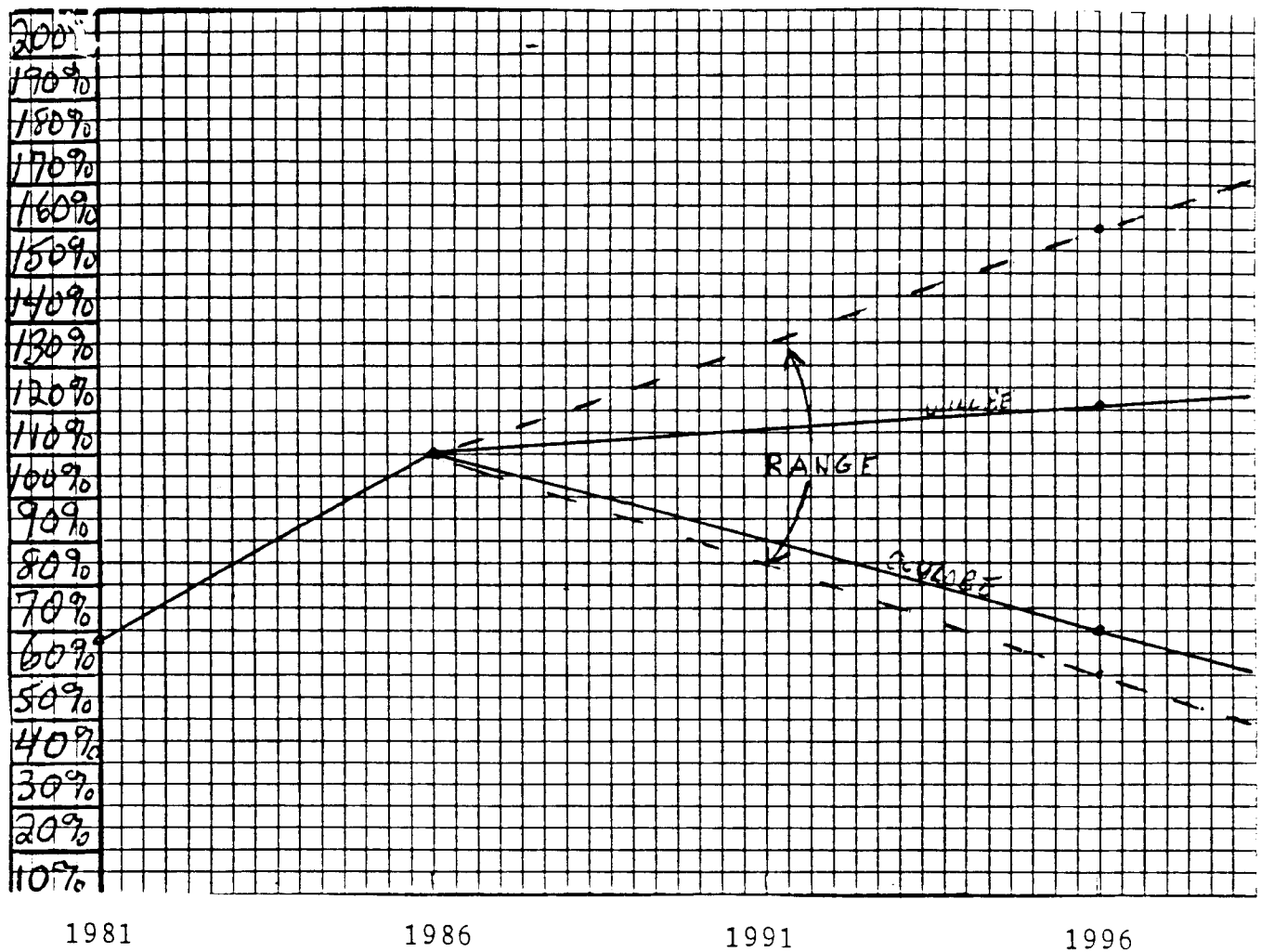
# INCREASING CIVIL LIABILITY RESULTING FROM POLICE ACTIONS



The group forecasted a continual rise in civil litigation resulting from police actions to a point where such litigation will be 34% more prevalent than that of today's level by 1996.

The Police Chief will have to place greater emphasis on the inspectional process as it relates to police practices, procedures, policy and overall tactics to prevent civil rights infringements and negative community perceptions and reactions.

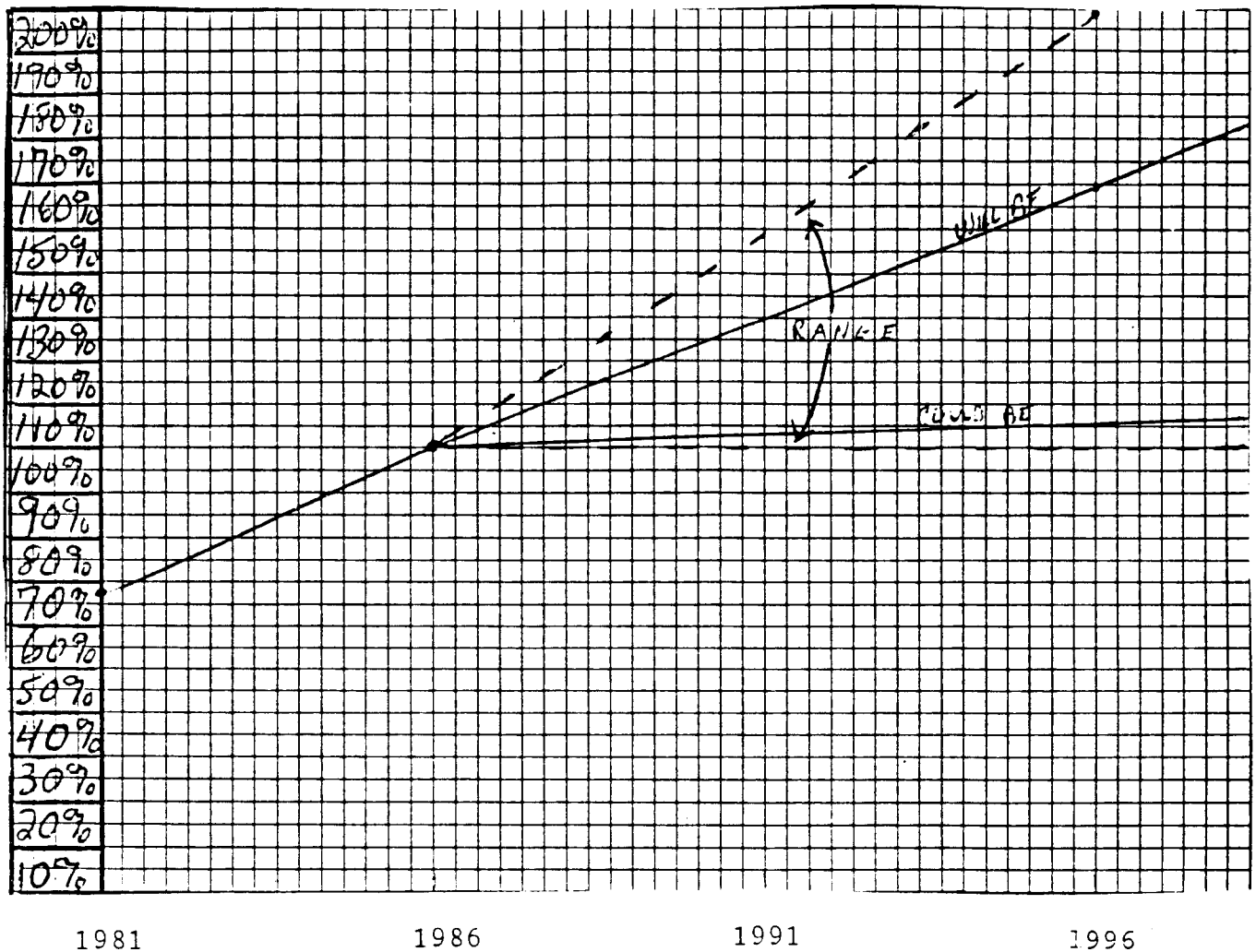
## DIMINISHING RESOURCES/REVENUE



The group forecast indicated a minimal increase in the loss of resources over the next ten year period. It was estimated that by 1996 the average Police Chief would have 11% less resources to work with in comparison to today's levels.

With diminishing resources, human, material and monetary, the Police Chief of the future is going to have less flexibility with fewer options and alternatives to problems and challenges. He is going to have to be more analytical and creative in his problem responses and pro-active programs to insure a high degree of success.

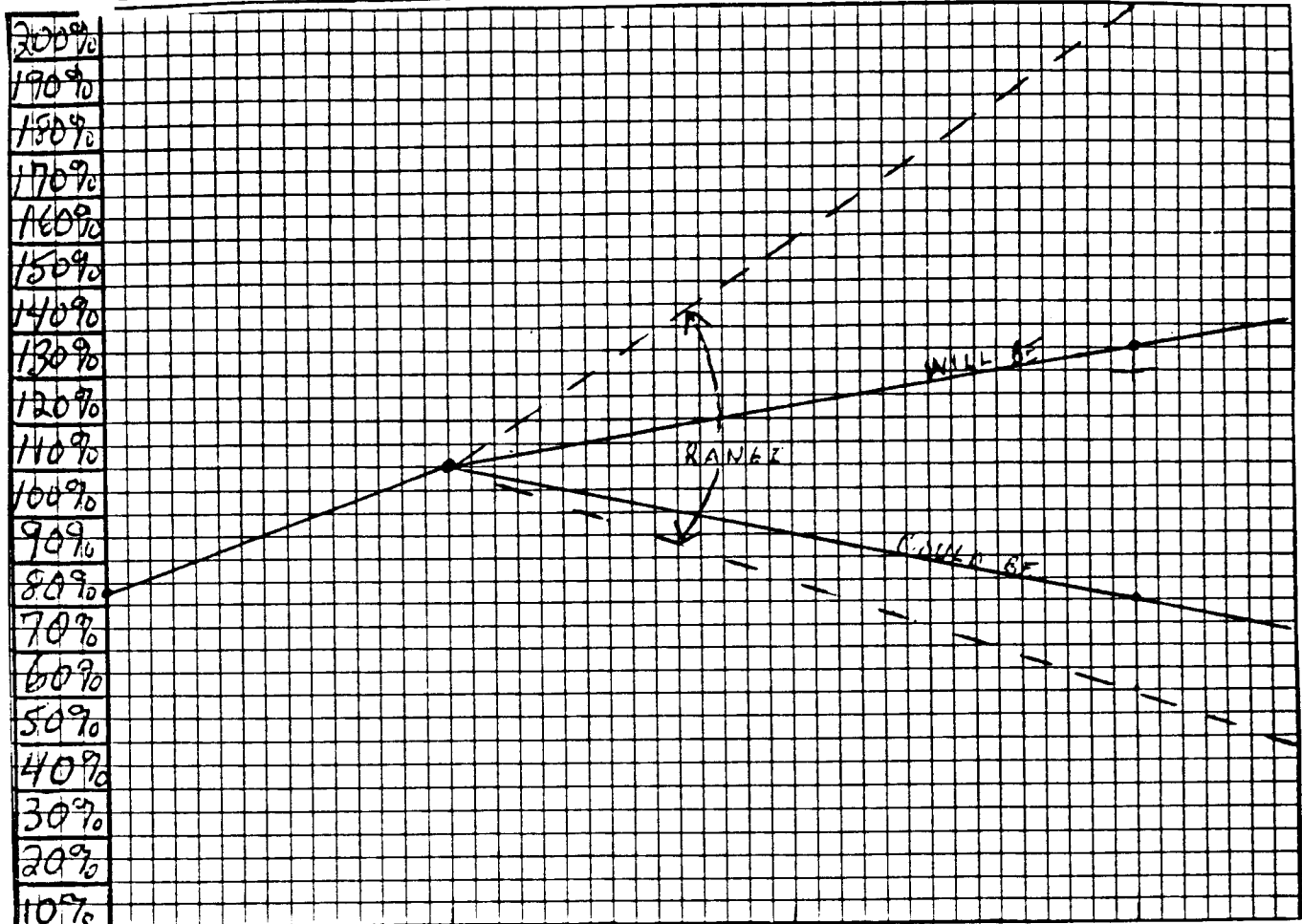
# CULTURAL AND ETHNIC CHANGES OCCURRING IN SOCIETY



The group forecast of this trend indicated that the behavior patterns, customs and norms of society as well as the ethnic make-up would continue to change at a substantial rate. It was estimated that there would be a 60% increase in change of the cultural factors and ethnic make-up of society (specifically California) by 1996.

The Police Chief of the future must be aware of and understand the changing cultural characteristics in society and be able to relate and effectively respond to the needs and concerns of the various ethnic groups as they grow and impact on communities.

# INTENSE MEDIA SCRUTINY AND MANIPULATION OF LAW ENFORCEMENT



1981

1986

1991

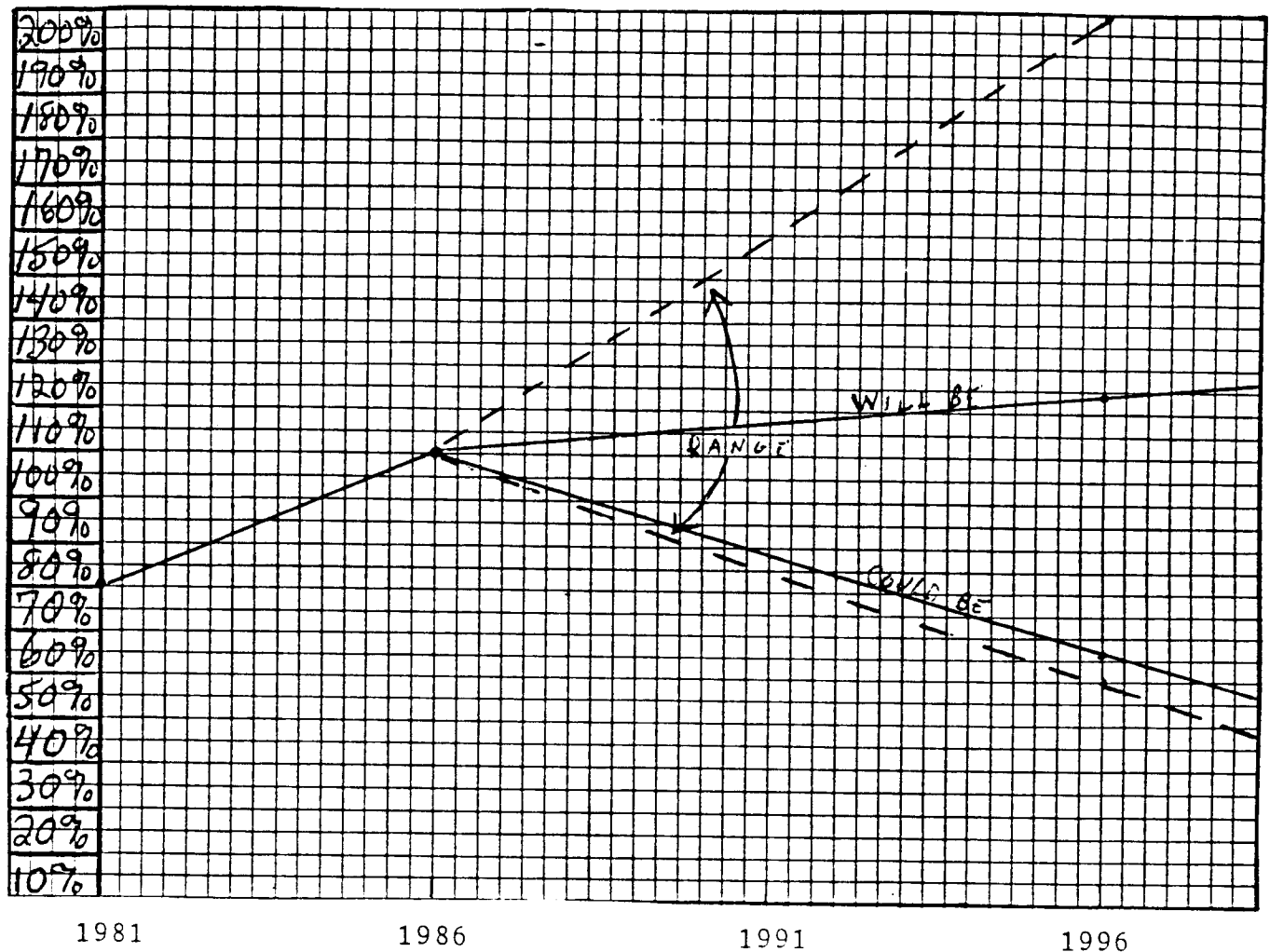
1996

The group felt that the media (radio, television, newspaper) has directed a substantial degree of unsolicited, undesired, unproductive attention to law enforcement agencies through its examination and reporting of police actions. This media coverage has often been distorted, skewed and inaccurate in its content and has contributed to misunderstanding and misconceptions on the part of the public. Although the media has been an aide to law enforcement efforts periodically, it has often time had a negative impact on police community relations. Additionally, the media has been seen to manipulate law enforcement to serve its objectives and has at times created adverse situations between police organizations.



This trend was forecasted to continue at a rate 25% greater by 1996 than that which exists today.

# THE CONTINUING INEFFECTIVENESS OF THE JUDICIAL SYSTEM



The group felt that this trend had a significant negative affect on the job of the Police Chief as a result of its ineffectiveness in impacting upon the criminal element through conviction, incarceration and due process requirements imposed on police. They forecasted that this trend would continue at a rate constituting a 24% increase in ineffectiveness within the judicial system by 1996.

Therefore, the Police Chief must continue to place strong emphasis on the development of expertise and effectiveness within his organization. This must be done in criminal

identification and evidence collection as well as procedural proficiency as it relates to due process so as to insure an acceptable level of prosecutable cases being presented to the District Attorney.

## EVENT IDENTIFICATION AND PROBABILITY FORECASTS

Having identified and projected the progression of critical trends in the environment, study participants were next asked to envision what events might occur in the next ten to fifteen years that would alter their trend projections and/or would have significant impact on the position of the Police Chief and the knowledge and skills required to do his job effectively.

Participants then proceeded to develop a list of potentially occurring events (See Appendix for event list) from which they were asked to select the five events that were considered to have the most potential significant impact on Police Chiefs if they were actually to occur, then estimate the probability of their actual occurrence by the year 2000.

The events selected as most significant in their potential impact and the probability of their occurrence were identified as follows:

1. Consolidation of law enforcement agencies in each county into one organization with the Sheriff as the director - probability of occurrence by the year 2000 estimated at 30%.

Impact:

In an effort to eliminate duplication of services, reduce costs, better utilize resources, bring about continuity and consistency in enforcement tactics and priorities while increasing efficiency, this event was judged to be feasible and extremely significant should it occur through proposition on the ballot or otherwise. The group considered this event's impact to be very negative in terms of its effect on the position of the Police Chief as it would essentially eliminate the position in its current form.

2. Private police service organizations permitted by law to contract for full police services anywhere in the state - probability of occurrence by the year 2000 estimated at 40%.

Impact:

With the ever growing demand for police protection and response to specific community perceptions and concerns and the increasing inability of local law enforcement agencies to provide concentrated, specialized low priority response to police service demands, it was felt that full service, private police contracting is

foreseeable and would have a negative impact on the local Police Chief with regard to the confidence citizens have in him and his responsiveness to their needs.

3. Legislation to limit civil liability imposed on police - probability of occurrence by the year 2000 estimated at 37%.

Impact:

If this event were to occur, the group felt it would have an extremely positive effect on the position of the Police Chief. Limits on liability would no doubt substantially reduce the number of frivolous suits being brought against the police and consequently eliminate the tremendous expenditure of time and resources to respond to and defend against these claims. Less claims would result in less media attention and a reduction in community concern and misconceptions resulting from media exploitation of citizen accusations. There would be less external pressure on the Chief to explain and react to suits and internal morale and motivation would improve, resulting in an increased enforcement impact on the criminal element.

4. A major war action occurring on U.S. soil - probability of occurrence by the year 2000 estimated at 19%.

Impact:

Internal revolution, a series of spectacular terrorist acts or an exchange of nuclear strikes would create extreme havoc throughout the country and would place unprecedented demands on law enforcement.

Passage of Proposition #61 Legislation - probability of occurrence by the year 2000 estimated at 21%.

Impact:

With specific regard to the impact of this event on the position of the Police Chief, it would be extremely negative. Placing a limit on the amount of income to be earned annually by a Police Chief, it would eliminate any degree of parity with executives of equal stature in private industry and reduce the desire and willingness of police command officers to seek or assume the duties and responsibilities of chief executive. Overall, it would make California non-competitive in the market place for law enforcement, technical, professional and managerial skills and would result in qualified people leaving police service.

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### Trend and Event Identification Summary

Upon analysis of the trends and events identified in the study, and with particular consideration given to the critical ones selected, it is apparent that the majority of the trends and events will, or could, present new and increasingly more difficult challenges to the Police Chief of the future.

Today's Law Enforcement leadership must monitor these trends and anticipate the occurrence of significant events. They must visualize what the resulting future environment will present in terms of problems and opportunities, and properly plan and prepare to avoid those potential problems and exploit the opportunities as they arrive.

### Scenarios

Based upon the trends and events identified, the following scenarios were developed to envision the potential futures that could occur, both negative and positive, in the environment of the Police Chief of the next decade.



### Scenario #1 - The Negative Future

During the final fifteen years of the Twentieth Century, changes took place in California that seemed to find many of the law enforcement agencies unprepared and unresponsive. Vast numbers of Asians from the far East settled into California cities and brought with them their native customs, practices and problems. In many cases, they were the victims of criminal activity and also preyed upon each other in gang warfare and territorial disputes. Police leadership proved to be only reactive to these problems as they occurred. The failure of police leadership to develop a thorough understanding of the culture and maintain a close working relationship led to much unnecessary misunderstanding, antagonism and controversy.

During this period, the State's judicial system continued to place considerable attention upon due process of the law and protection of individual civil rights. This resulted in many criminal offenders being released back into society after their initial arrest due to errors in police procedure and their failure to work within the continually increasing strict guidelines of the courts. Police leaders were slow to recognize this situation and bore the considerable wrath of their communities. Police leaders failed to place greater emphasis upon training programs that addressed the standards

necessary to keep pace with the requirements of the judicial system.

As the State's population grew, so did its demands, its expectations and its reaction to law enforcement leaders and their policies. Many Californians of the baby boomer era had entered their forties and fifties and wanted a stronger sense of security with increased demands for police protection. Young people had the intense free spirit attitude and ceaseless desire for continual excitement and instant gratification. These groups clashed with each other and with the police. Using the prevailing methods and tactics of the 1980's, police attempted to respond to these groups only to find themselves unable to meet the severe expectations of the older group and unable to effectively control the activities of the younger group.

Police leadership had failed to educate communities as to police limitations and needs and had citizens them to maintain unreasonable expectations. Police leadership had not given sufficient emphasis to developing new and innovative methods for dealing with the changing society. Municipalities had continued to tighten the fiscal restraints on police while the police leadership maintained a status quo in regard to planning and developing alternatives for the future.

The result was severe. The older generation filed complaints and suits for ineffectiveness and negligence. They lost confidence in their local police and began to seek private security to handle their police service needs.

The younger generation filed a wave of lawsuits against police, their leadership and the municipalities for civil rights violations and excessive force.

Unrest within the police ranks ran rampant with dissention between leadership and rank and file. The news media exploited the situation, pressuring police leaders for solutions, exposing their lack of preparation and planning and criticizing their inability to respond effectively to conditions.

As the Twenty-first Century arrived, the people of California have become disillusioned with the existing leadership in local law enforcement and its inability to be responsive.

Legislation was passed that resulted in the consolidation of all law enforcement agencies within the county into one regional force with one elected leader. The position of Police Chief became extinct.

Additionally, legislation was passed that allowed private police organizations to contract for full police services to

communities which preferred private police rather than the regional public police services.

As the year 2005 ends, conditions have stabilized as regional police organizations compete with private police in developing a highly responsive, innovative and effective level of police service to California citizens.

#### Scenario #2 - The Desired Future

The year 2000 had now arrived and the citizens of California were optimistic as they anticipated the quality of life in this new century. Many changes had taken place during the final decade of the old century that had been very positive and purposely achieved. The citizen seemed satisfied and law enforcement was held in high esteem.

California's society had continued to grow and evolve over the past ten years into an extremely diverse and integrated human complex. Large numbers of Hispanics and Asians settled into communities throughout the state and were followed by many immigrants from the Middle East. Although concentrated pockets of various ethnic groups became prevalent, the vast majority of the population throughout the state became well integrated and living in relative accord.

The presence of the various ethnic groups brought about substantial changes in California culture extending from the curriculums in public schools to the programming on television. Changes to reflect various ethnic values and norms were seen in such things as business hours, pay rates, restaurant menus and even home construction configurations.

Local law enforcement leaders maintained a close liaison with these ethnic groups as they evolved and expanded. Police Chiefs emphasized open and positive dialogue with ethnic group leaders and consequently, developed a thorough understanding and awareness of the various groups' cultural norms and corresponding police service needs. Police Chiefs implemented training and policy within their organizations to facilitate responsive and effective service to these groups.

Harmony and mutual cooperation became a reality between police and citizens throughout the state.

Still, the demands from the overall population of the state for specialized, more comprehensive and responsive services from municipalities continued to expand, placing greater strains on available resources.

While city governments had been unable to increase the monetary resources allocated to police budgets, and in many cases had to

implement reductions in police funding, police leaders met the challenge. Local Police Chiefs throughout the state, both individually and collectively, developed innovative, new methods for providing police services. Their long range strategic planning begun in the late 1980's had led to extensive community involvement in crime prevention and detection as well as improved efficiency in the delivery of essential police services.

In the 1970's and 1980's, the law enforcement community had been the target of increasing civil litigation. Toward the end of the 80's, law enforcement leaders began to focus on this trend and implemented strong and effective training programs and inspectional control systems that led to substantial changes in police tactics, sensitivity to age groups and ethnic cultures and strict police adherence to departmental policy and procedure. The result proved to be a substantial reduction in lawsuits against police.

As the California judicial system continued to place substantial emphasis on due process of law and protection of civil rights, police leadership utilized the application of computer technology and placed emphasis upon the development of increasingly more effective criminal investigation and case development to improve conviction rates.

As the media sources, particularly the newspaper and TV reporters, became increasingly more intense and comprehensive in their examination and scrutiny of law enforcement, police leadership became more effective than ever before in dealing with the media and accomplishing organizational objectives.

Police leaders of the 1980's recognized the trends in society and anticipated the forthcoming challenges. The leaders of that era who had reached the pinnacle of their profession through uncharted paths of development, realized the need for future police leadership that would have to be better prepared than they had been.

As a result, Police Chiefs began to meet and discuss their responsibility to develop leadership for the future of their organizations. These discussions eventually led to a statewide conference on the development of Police Leadership.

From this conference came a realization and consensus that in-house leadership training programs should be developed and implemented locally. By the early 1990's command officers were graduating from these in-house programs to assume the Chief's position in their organizations. Their exposure and training, while in those leadership programs, had prepared them to meet the challenges of the 1990's and ultimately resulted in the achievements seen here in the year 2000.

### Policy Considerations

The scenarios that were formulated, using the trends and events identified from study participant responses, offer both a negative future and a desired future. If current trends are not reacted to by analysis, planning and policy implementation, then the negative future could become a reality. If, on the other hand, law enforcement leaders maintain an awareness of the current and newly developing trends, anticipate their impact and properly plan and implement policies to affect their impact, then they may be able to achieve the desired future. To this end, the following policies were developed for consideration in impacting upon and achieving the desired future:

1. In order to maintain a strong awareness and understanding of cultural values and norms among the various ethnic groups, and be responsive to their needs, police leaders should implement systems to expose and involve themselves, their Command Staff and key members of their work force in the meetings and organized activities of those groups and insure that an open dialogue is established and maintained. A policy of formal liaison and cooperation with ethnic groups in the community must be implemented.



2. In order to monitor the perceptions of the overall populace of the community towards the police, to be aware of their concerns and responsive to their needs, the Chief must take steps to insure that he and his Command Staff are involved in the communities' meetings, organized activities and professional and service organizations. A policy of Command Staff exposure and involvement with these entities should be established.
3. In order to compensate for the increasing constraints on fiscal resources to police organizations and to meet the ever growing demands for police services, police leaders must implement a policy that mandates the development of efficient alternatives to address police service demands utilizing innovative approaches, citizen participation, computer application and the pooling of resources. This policy should expose Command Staff to the various managers of other city departments and foster a working relationship that builds team unity within the city.
4. Effective inspectional control policies must be implemented to insure compliance and strict adherence to approved police procedures. These policies will serve to reduce the incidents that result in civil litigation against the police organization.

5. Implementation of a policy to continually maintain a high level of training in the area of criminal investigation for both patrol and detective personnel to insure the presentation of high volume, prosecutable cases to the District Attorney.
6. Implement a policy of in-house leadership development training to insure that the police organization has well trained, well exposed, qualified and highly prepared individuals to assume the leadership position and direct the organization successfully.

#### Summary

If today's police leaders recognize the trends occurring in society, analyze those trends and anticipate their impact on the future, they can then develop and implement policies that will be responsive to those trends. Strategic planning and policy implementation will enable them to avoid a negative future environment and achieve a desired future scenario.

A STRATEGIC PLAN

Developing the Future Police Leader

A majority of the individuals who seek and achieve the position of Police Chief today do not fully comprehend the requirements of the position and the personal expenditure of time, effort, concentration and tolerance needed to be truly effective and successful. Additionally, few individuals are ever actually prepared to do the job effectively prior to appointment. This is not because of their own failures or lack of dedication to personal development, but rather it is a condition that exists as a result of no institutionalized, internal organizational system for developing future leaders. Leaders must, and certainly should, invest their own personal time to develop and prepare themselves for the position of Police Chief. However, if their own individual efforts at self-development were enhanced by a designed program of leadership preparation, the law enforcement community, as well as society in general, might gain major dividends from the resources invested.

With this thought in mind, it is most appropriate to formulate and implement programs to develop the future leader with organizational assistance and guidance rather than to leave individuals subject to their own resources and endeavors.

The following is a framework of considerations and actions that constitute a strategic plan for the development of leadership.

## The Environmental Analysis

Taking into consideration the complexity and comprehensiveness of the Police Chief's mission and the myriad of qualities, skills and bodies of knowledge proposed as necessary to achieve mission accomplishment, now more than ever before, the training and development of highly qualified, properly prepared individuals to assume positions at the head of law enforcement agencies is critical. If an adequate future level of law enforcement leadership is to be maintained, the cultivation of leaders must be enhanced through local leadership training.

As an initial step, in the development of a training plan, an analysis of the environment, provides us with insight into the changes that are occurring and the potential needs arising that the planning process should address.

In conducting this study, responses to environmental analysis keyed upon some specific areas of perceived change. It was noted that a continual increase in legislation and labor relations arbitration is mandating and dictating to the police executive. Flexibility in personnel management and alternatives to personnel problems is becoming more and more constrained and limited.

Civilian Police Review Boards, in many cities, continue to apply pressures and scrutiny to the police leader and his organization's operations and tactics. Citizen involvement in police planning and enforcement emphasis grows and is requiring more control and influence from the Police Chief to insure realistic expenditure of resources.

A continual move towards civilianizing in job functions once traditionally performed by sworn officers proceeds, while the numbers of ably suited, adequately qualified applicants for police officer positions diminishes. This occurs as a result of a number of factors to include a loss in the overall quality of formal education and intense competition from private industry for highly qualified young men and women seeking career opportunities.

A trend towards desired input and scrutiny of the Police Chiefs routine administration of his organization by City Council and City Managers has added a new dimension of concern to police leadership. This, as well as the previously mentioned challenges coming from the changing law enforcement work force which no longer obediently accept the direction of its leaders, creates additional challenge.

The pressures from various community groups demanding police action from the Chief continue to grow and must often be

tempered by the concern for the civil rights of those targeted by community action groups. This, coupled with the trend towards greater citizen scrutiny of police actions and a growing propensity among citizens to initiate civil litigation against police, only increases the challenges to police leadership.

Intense media scrutiny and manipulation by the media of law enforcement organizations adds a final factor to this environmental profile that mandates the need for police leadership training and a recognition by today's Chief that he has a responsibility to implement a specific action plan to develop future leaders.

#### Resource Analysis

In formulating a plan for leadership development, the Chief should identify all the resources that are available to him within his organization and within city government, the community and the state and county.

#### Organizational Resources

In examining the organizational resources, it must first be recognized that the existing Police Chief can be a vital and invaluable source as a mentor, teacher, counselor and evaluator

of prospective leaders. The command officers themselves, through peer group evaluation and examination may enhance each other's skills while serving to identify individual strengths and weaknesses.

The recognition and use of experts in particular disciplines to provide specific training in-house may be an existing resource that can be used for leadership development.

The opportunities for exposure and involvement in all functions within the organization serve as an overall critical process for the preparation of leaders.

Availability and use of existing books and literature and the incoming magazines and periodicals to the organization also provide a valuable resource for the body of knowledge needed.

#### City Government

In looking to city government, the City Manager can serve as a resource in teaching and counselling prospective leaders. The various forums, such as the council meetings, the planning commission meetings and the special committees working on government affairs can serve as a tremendous training ground for future police leaders. The personnel of the various city departments can also serve as a learning source by teaming



these individuals with prospective police leaders to share their knowledge, skills and perspectives.

### Community

In the community, private industry, especially large corporations such as IBM, Pac Bell, AT&T, Chevron, etc., can offer invaluable learning opportunities through arranging for prospective police leaders to discuss leadership concepts and problems with high ranking company executives, possibly monitoring the executives at work and examining the methods and operations used to run those companies.

The various service clubs throughout the community, such as Rotary, Lions and Kiwanis, can provide a wealth of information, knowledge and perspective to the future police leader if he becomes involved in these organizations.

The neighborhood watch groups and councils are also a tremendous resource for the prospective police leader. If he is continually exposed to these groups, hearing their concerns, understanding their needs and learning of their prospective of the police, he can prepare himself to become a far more insightful and responsive leader for the community.

## Stakeholder Identification

In order for a modern municipal police organization to develop a comprehensive and effective plan for the development of future leaders in the police organization, they must also identify the stakeholders. Those people in business, industry, professional groups, citizen organizations, unions, local and regional government, media and other entities that may be interested in, opposed to, or affected by such a plan.

Once identified, these stakeholders must be analyzed by the police organization and assumptions made as to their potential support, resistance, interference, reactions and opposition to any plan developed. The results of this analysis then require an assessment of the implications of these assumptions as they relate to the formulation of plans.

It would seem apparent in any plan to develop leadership for the future of the police organization, that the vast majority of the stakeholders would be supportive. There are, however, some stakeholders identified who might present some opposition to such a plan.

An example of potential stakeholders and assumptions as to their reactions to a leadership development plan follow:

## Stakeholders' Assumptions

### A. The Police Organization

1. The Police Chief - Supportive but concerned about impact on work hours, process and controversy.
2. The Police Officers' Association - Supportive but concerned about the development of an elite group receiving special favoritism. Also concerned about the use of a set qualification criteria in order to participate in a leadership training program.
3. The Minority Police Officers' Association - Supportive but expressing the need for insured participation of a representative group of minorities in a leadership training program.
4. Command Officers - Supportive but concerned about favoritism and criteria for participation.

### B. City Government

1. City Manager - Supportive.
2. Mayor - Supportive
3. City Council - Supportive but concerned over possible litigation that might arise from disgruntled factions or individuals.

C. Professional Organizations

1. Rotary - Supportive and willing to provide resources and assistance
2. Kiwanis - Supportive and willing to provide resources and assistance
3. Lions - Supportive and willing to provide resources and assistance
4. Elks - Supportive and willing to provide resources and assistance
5. YMCA - Supportive and willing to provide resources and assistance

D. Business Community - Supportive but non-committal

E. Industrial Community - Supportive and willing to provide assistance

F. Media - Supportive and probing for hidden motives

In identifying the stakeholders and giving consideration to the assumptions made regarding their potential reactions to a plan for the development of future leaders for the police organization, it would be imperative that before any plan was implemented within an organization, the Chief should first make a substantial effort to educate the members of his organization, the City Manager, Mayor and City Council, and all other stakeholders to the need for such a plan, the objectives

of the plan, the criteria used to determine participants in the program and the manner in which the plan would be executed. This pre-implementation education would allow ample time for feedback, plan adjustment, resource coordination and overall understanding and acceptance. The ultimate result of stakeholder education would be to enhance the plan's success and limit controversy and misunderstanding.

#### Plan Objective

The primary objective of the plan would be to develop and implement a comprehensive program of training, counselling, exposure and interaction for police command officers. A program that utilizes conventional and unconventional resources and techniques, both internal and external to the individual police organization. The result would be to produce more knowledgeable, qualified, skilled and prepared individuals, familiar and exposed to all spheres of the Police Chief's domain, so as to be available and ready to assume the position of Police Chief and effectively and successfully lead the police organization in the next decade.

### Execution of Action Steps

The following steps indicated evolve from the data generated through the nominal group sessions, the interviews and the surveys administered for the study. It is obvious that all of the action steps would not be feasible or appropriate for many police departments as a result of various constraints; however, all are presented for consideration.

### Educating the Stakeholders

The plan must begin with the Police Chief initiating the process. He must first communicate, to his own personnel, his belief in the need for leadership development within his organization that is more designed and purposeful than that which currently exists. Although police agencies adhere to the mandates of the Commission on Peace Officer Standards and Training regarding completion of required courses, and many organizations supplement this training with local efforts, the Chief must recognize and believe that these existing efforts are not sufficiently designed to thoroughly prepare individuals for the chief executive's position.

He must emphasize that the development program he wishes to implement will concentrate specifically upon leadership training for those individuals within the organization who

express a desire to become the Chief of the future. The participants that the Chief will involve in the program will be those who have the prerequisites accomplished, that he considers satisfactory in terms of personal development, experience and achievement, from which to begin an advanced leadership program. He must emphasize that participation in the program in no way assures promotion, but is voluntary and provided to those who wish to strive diligently for the position of Chief executive of the organization.

He must communicate to his organization the objective of the plan, citing the ever increasing complexities, demands and challenges of the future, and the need for future leadership of the organization that is as fully prepared as possible to understand the complexities, meet the demands and challenges and effectively and successfully lead the organization.

He must gain a consensus within his organization, that the plan is needed and worthwhile in terms of the time and effort expended to institute it.

The Chief must next communicate to his superiors, City Manager and governing body, his belief in the need for the program and its objective. He must insure their understanding and gain their support for the program as well.

He should then address the other stakeholders in the community, providing them with an overview of his beliefs and the plan's objective, and seek their support and cooperation as they are contacted and requested to play a part in the plan's implementation.

#### Establishing the Leadership Development Group

Having made the commitment to develop leadership, identified resources and stakeholders and gained their understanding and commitment to participate and assist, the next step would be to establish the leadership development group participants. This process would have to be conducted on a periodic basis so as to continually include new participants in the group.

There are any number of ways that the Chief might choose to identify those individuals within the organization who might one day assume his position. He might simply make the choices himself based upon his own assessment of his subordinates; however, this process might well result in controversy. He might develop himself or through staff, a process for evaluating potential candidates based upon an established criteria that all may examine and work to qualify towards. He may also simply allow those individuals, most realistically from the Lieutenant's level or above, to submit in writing to him, their desire to one day be the leader of the organization



and their desire to participate in any program that will develop their knowledge and skills. Regardless of the system used to establish the training group, all interested participants must be given the admonition that a great deal of the individual's own time will be expected as a result of participation in the program.

Upon considering the implementation of a leadership development process, the Police Chief might first think that the process might be too cumbersome and the number of participants too large to be feasible, yet it was suggested during the course of this study that very few in today's police organizations actually have the desire to assume the duties, responsibilities and demands of the Police Chief's position. It may very well be that in any one police organization, interested volunteers for a leadership development program will be a small and manageable group.

#### Assessing Group Participant Training Needs

During the course of inquiry for this study, with regard to how an organization might proceed with the identification and specific development of leadership, the City of Bakersfield was identified for its efforts at advance preparation of leadership candidates.

In the City of Bakersfield, the Police Chief gave notice of his intended retirement approximately two years in advance (1985-87). Additionally, two of the three senior command officers in the department also announced their retirements to coincide at approximately the same time as that the Chief. These announcements prompted the City to conduct a process of assessment for the remaining command officers in the Bakersfield Police Department so as to help them identify their strengths and weaknesses and prepare themselves for the competitive selection of a new Police Chief.

A private firm was hired to conduct a one-day assessment center and all the command officers were invited to participate. Eight command officers participated. The assessors used in the process consisted of a Police Chief and City Manager from outside jurisdictions, the local Fire Chief, local businessmen and a representative from the local media.

Upon completing the process, each participant was given the assessment of their strengths and weaknesses. They then were encouraged to develop in those areas cited as needed improvement prior to the time when an actual selection process would be conducted to appoint a new Police Chief.

This process that is taking place in Bakersfield is a rare example of a city making a very specific effort to develop

Police Chief candidates within its police organization in advance of the actual need for a replacement. It offers a first step that can be readily expanded upon.

The use of the assessment center process in Bakersfield was not used specifically to identify the number of candidates who would compete for the Chief's position nor was it used to rank them. The application here provided the candidates with critical assessment and feedback that would hopefully guide them in their preparation for the top leadership position.

Once a Chief has established his leadership development group, his next step should be to make some assessment of their individual strengths and weaknesses so as to correctly expose them to developmental resources applicable to their individual needs. The use of an assessment center process might be a very effective way of developing a training plan for each group participant.

Having made an assessment of each group member's needs, the Chief must then systematically deploy group members on a path of exposure to the various resources deemed appropriate to the individual's needs. (See Transition Management for further detail).

## Utilizing the Internal Organizational Resources

### Assignments

In any program of leadership development, knowledge, exposure and participation in all functions of that particular organization are essential. The Chief must create a schedule of rotational transfer among participants in the program, that will take into consideration, their past assignments and rotate them on a periodic basis, to those positions in the organization, where they have not been exposed and gained expertise.

### Decision Making

Wherever feasible and appropriate, the Chief should involve the program participants in his decision making process. Bringing them together as a group, stating the problem issue, stating his concerns, perspectives, constraints, etc., seeking their collective input, ultimately making the decision and giving them an explanation as to how the decision was made.

### Delegating Responsibility

The Chief's need to delegate is obvious. However, the Chief should be willing to delegate major decision-making issues to those in the leadership group so that they might experience the

realm of risk taking in decision-making and consequently build the self-confidence through the making of major decisions that affect the organization.

#### Demanding Quality

The Chief must develop a system for monitoring the quality of the performance and work product of group participants and demand and accept only quality, rejecting the adequate and mediocre output.

#### Establishing a Chief's Adjutant Position

By creating a position that works directly with and for the Chief, individuals in the group could be rotated through this assignment periodically, allowing them to gain exposure to the Chief's activities and directly assist him with his tasks.

#### Exposing Interaction

Whenever feasible and appropriate, the Chief should allow one or more participants from the leadership group to accompany him on meetings with city government committees, business and industry groups and representatives and neighborhood groups and councils to view first-hand the interaction, negotiation, condemnation and politics that take place between the Chief and these various groups.

#### Establish a Command Duty Responsibility

Each future leader in the group, of appropriate rank, should have the opportunity to act in the capacity of Chief. This might be accomplished through rotational weekend responsibility for all executive command decisions that must be made as a result of activities occurring.

#### Street Level Activity Exposure

On a periodic basis, leadership group participants must directly expose themselves to street patrol activities, riding in uniform with patrol officers, reacquainting themselves with the patrol officer perspectives and maintaining a current awareness of problems, tactics, techniques and tools.

#### Utilizing City Resources

#### City Council, Council Sub-Committee and City Commissions Exposure

Periodically, leadership group participants should attend and monitor City Council meetings, sub-committee sessions on public safety, finance, plans and programs and city boards and commissions such as the personnel board, human relations, planning and police review commissions. Exposure to the people involved, the issues being dealt with and the processes used will be extremely valuable to the participants and particularly to the one who will one day deal with these entities as Chief.

### Forming City Task Forces

The Police Chief, in coordination with other city department heads, should formulate task forces consisting of potential leaders from their respective departments, to study problems facing the city, not necessarily law enforcement related, and formulate recommendations for the resolution of these problems. These task force assignments, will acquaint the leadership group participants with the members of other city departments in a working relationship, broaden their perspectives regarding other city employees and cause an appreciation of the knowledge and expertise they have to offer. This experience may foster the team player spirit as the participant one day negotiates with these same people for available resources.

### Utilizing Community Resources

#### Monitoring Neighborhood Watch Group and Council Meetings

Traditionally, the beat officer attends the neighborhood meeting by himself, makes a presentation, answers citizen questions and reports back to the organization regarding group concerns and needs. Leadership group participants should also attend these meetings, primarily to monitor first-hand, citizen interaction with the beat officer and to assist the officer in explaining police operations, limitations, etc.

### Participation in Service Organizations

Leadership group participants should attend the various meetings of Lions, Rotary, Kiwanis, etc., on a periodic basis to meet the members of the organizations, answer questions pertaining to the police department and to occasionally report on police programs and problems.

### Exposure to Private Industry

In those communities where large corporations exist, the Chief should establish a program with those entities to allow his leadership group participants to occasionally visit and discuss with company leaders, various aspects of management processes in operation.

This kind of program might well be initiated through presentations to the various service organizations in the community about the leadership development program and its objectives.

### Utilizing State and Local Resources

#### Exchange Programs

Police Chiefs within their county should develop exchange programs between police departments sending leadership group participants between agencies to monitor organizational functions and broaden their perspectives on police operations.



### Attending Private and Public Sector Training Sources

Throughout the State of California, there are many private and public section training sources that offer numerous courses of generic training in leadership, management and all the specific skills of leaders. The Police Chief should identify the various courses around the state and garner funds to send leadership group participants to these training sources.

Attendance at these schools will broaden the perspective of participants as the training will consist of civilian instruction and interaction with civilian students.

Potential leaders from all the city departments should be periodically teamed with police to attend these courses.

### Encouraging Higher Education

The Police Chief, with the assistance of city government, should establish incentives for personnel to attend college and achieve advanced degrees. These incentives could take the form of financial assistance, shift assignments, duty time, etc. to assist the future leader in his development.

### Annual Program Assessment and Evaluation

On an annual basis the Police Chief would have the leadership group meet to assess the program's progress, share the

experiences they have had, discuss ways to expand the learning process and report their experiences and recommendations to the Chief.

He would also meet individually with each group member to discuss with them their strengths and weaknesses as he perceives them and allow time for discussion.

As a result of input from the annual assessment meeting of the leadership group, in addition to discussion during individual interviews, the Chief could make his own assessment of the progress of the program and the need for revisions.

#### Plan Summary

Among all sources queried for this study, there was a strong consensus that the Police Chief has a definite responsibility to develop leadership within his organization. Historically, police departments have relied upon random in-house training, P.O.S.T. training courses and individual efforts at education, skills development and exposure to prepare personnel for the top leadership position.

With the continual increase of complexities and changes within society and the law enforcement profession and the increased demands and challenges placed upon law enforcement leaders, now

more than ever before, the need to systematically develop competent, knowledgeable, effective leaders exist.

This study offers a plan of approach that utilizes a variety of exposure and interaction methods. It suggests that when joined together and applied systematically and comprehensively to the particular needs of potential leaders, these methods will provide a far more effective approach to leadership development than that which currently exists.

#### The Planning Profile

- I. The Environmental Analysis - The Chief first assesses the trends in society and in his community that are impacting on the law enforcement organization and recognizes the need for a program of leadership development within his organization.
- II. The Resource Analysis - An identification of all resources internal and external to the organization is made to determine where developmental assistance and/or exposure exists and seeks cooperation and assistance.
- III. The Stakeholders are Identified - The groups who will be affected by and have an interest in leadership development will be identified and assumptions made as to their reaction to the plan's implementation.

IV. Explaining the Plan's Objective - The specific objectives of the plan are explained.

V. Executing the Plan - Action Steps are Taken

- A. Educating the stakeholders.
- B. Establishing the leadership development group.
- C. Assessing the training needs of individual group members.
- D. Initiating a series of assignments and exposures to various resources applicable to the needs of each group participant.
- E. Conducting annual program assessment and revision.

Through the implementation of a plan such as is presented herein, the Police Chief would be making a valuable and important investment in the future of his organization. He would be demonstrating his loyalty to the community he serves by making a systematic effort to provide that community with law enforcement leadership that will be knowledgeable, experienced and capable of recognizing and serving the law enforcement needs of that community in the future.

## TRANSITION MANAGEMENT

Having examined the mission of the Police Chief and identified the knowledge, qualities and skills necessary to accomplish that mission, this study then proceeded to identify and make projections regarding the trends and events that could impact upon the Chief in the future. Those trends and events were then constructed into scenarios of the future environment of the Police Chief with a desired scenario to be pursued. A strategic plan was then formulated with the objective to develop highly prepared leaders for the future of law enforcement who might then lead their organizations to the achievement of that desired scenario. Knowing where we are now and where we want to go through the implementation of the strategic plan, we arrive at a period in time where the management of the transition state is necessary.

The transition management plan that follows provides a process by which the strategic plan is implemented, managed and supported.

#### Identifying the Critical Mass and Gaining Their Commitment

In order to effectively implement a strategic plan of leadership development in a municipality, the Critical Mass within the police organization and the city government must be identified, then moved if necessary to a state of commitment to the plan. The Critical Mass are those influential people

within the organization and city government, the one needs the support from in order to implement a new plan and effect change.

In relation to the Leadership Development Plan provided in the study, the critical mass identified was first the command officers in the organization from the rank of Lieutenant and above who will be expected to participate in the plan. Second are the City Manager and City Council who will be asked to support the plan.

The first step will require the Police Chief to meet with his Command Staff and present them with the Leadership Development Plan. He will discuss with them the currently existing sources and systems of leadership development and emphasize the advantages offered by the additional sources recognized in the proposed plan. He will discuss with them the anticipated challenges of the future and portray for them the desired future of highly prepared leadership candidates capable of achieving the desired future. As he presents the various components of the plan, he will seek command officer input and opinion and subsequently make additions and revisions in the plan to accommodate and compromise with the command officers who will be affected. After full discussion and input is concluded and a consensus of interest and support is obtained,

the Chief will end the meeting with strong statements of his confidence in the plan and his expectations of personal growth and development in those who choose to participate.

The next step will involve a meeting of the Police Chief with the City Manager and Council to present the leadership plan to them and gain their support and approval through full discussion, acceptance of input, and revisions and projections of the benefits to be achieved by implementing the plan.

Having identified the critical mass and gained their commitment, the Chief then proceeds to the next step.

#### Establishing Plan Management Structures

The plan needs a central source of management to map out the detailed strategies and actions within the plan; to coordinate activities; identify and make arrangements to utilize resources; to attend to obstacles and make necessary revisions; to monitor progress and report to the Chief and act as a center for information. In today's law enforcement agencies, the concept of a department training manager is well established. In designating a management structure for the proposed leadership development plan, the appointment of the department training manager as project manager is recommended.



The project manager will be given direction by the Chief as to specific participant needs for training and exposure. The Chief will identify any constraints or parameters to be imposed and will resolve any conflicts. The Chief will also oversee the evaluation process of the overall plan.

The project manager will handle charting and scheduling of participant activities in coordination with the Chief's schedule and the availability of resources.

The project manager will be given ample lead time to implement the plan subsequent to establishment of the leadership participant group.

#### Supportive Technologies

As the Leadership Plan approaches the implementation stage, the Chief may consider the utilization of a commitment analysis questionnaire to raise awareness of needs among potential participants and enhance overall participant commitment. By the Chief seeking individual response to such questions as, "How do you feel about the plan?", "What are your concerns?", "How are you willing to help make the plan a success?", "What are the ramifications for you and the organization?", the Chief

may gain additional input and further intensify the commitment among participants.

Periodic meetings of the leadership development group should be utilized to exchange information, facilitate plan improvement, provide collective feedback to the plan manager and Chief and build plan commitment.

Written evaluation from participants, upon conclusion of various assignments which assess the value of the experience and the knowledge gained, may be extremely useful to the plan manager and the fellow participants in revising assignments and sharing knowledge.

Computerization of data on resources, scheduled events, meetings, activities, participant needs, plan assignments, past, present and future, can facilitate the plan manager's coordination efforts and record-keeping.

Responsibility Charting may be effective in identifying resources within the local city and county to be used in the leadership development process. Participants can be assigned to such areas as city resources, industrial resources, business resources, etc. This collective effort to identify training/exposure resources may result in a more comprehensive

base of resources and decrease the preparation time before implementing the plan.

### Summary

The transition management phase is a critical aspect to the success of any plan. Identifying the Critical Mass and gaining their support and commitment is essential. Providing a management structure for the Plan insures that it receives the necessary attention and direction required. Supporting its implementation with various technologies to enhance its achievement is recommended.

## STUDY SUMMARY

The Police Officer who progresses through his career and one day realizes his ambition is to be the Police Chief, can be compared in some ways to the sailor on a great passenger liner who one day seeks to be captain of his ship. The sailor must first become a competent and knowledgeable seaman as the officer must master the intricacies of beat patrol. The seaman must comprehend the power and force of the ocean as the officer must come to know the character and consciousness of the community. As the seaman progresses through his career, he must familiarize himself with all the internal operations of the ship as the officer must possess a thorough understanding of the functions of the police organization. The seaman must broaden his knowledge as he nears the top of the ship's hierarchy.

He must not only understand navigation, ship technology and ocean geography but he must also learn the sciences of crew management, passenger relations and dealing effectively with the ownership of the company. Likewise, as the officer advances in rank, he too must learn financial management, administrative law and labor relations in addition to personnel management, cultural dynamics, governmental process and more. The seaman must know what effect the ocean's current will have on the ship's course, the officer must know of the political currents and their effect on the organization, the seaman must know what effect lightening and thunder have on ship, crew and

passengers, the officer must know how the media and special interest groups will affect his community, his organization and its personnel.

Both have a tremendous body of knowledge and skills to master. Both have tremendous responsibilities upon reaching the top. Both have a moral obligation to develop themselves to their fullest potential, to be confident of their abilities and to seek the top leadership position for the good of those they will serve as well as for their own personal reasons.

They both must realize that the policies they put into effect and the decisions they make or don't make will have in many instances a dramatic effect on the lives of their co-workers and the people they serve. They must understand thoroughly, the complexities and demands of the position they aspire to attain and be fully prepared and consciously ready to assume the responsibilities and duties required.

If they fair poorly, the ship strays off course, the organization flounders, the destination is not reached, the mission is not accomplished, the passengers are not satisfied, the community needs are not met.

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If they prepare properly and serve diligently, their course is steady, even in the storm, their port of call is met, all those

they serve are served well, and the two - the seaman, now Captain and the Officer, now Chief - can be gratified, content and proud of their accomplishments, but more importantly, of their service to their profession.

In conducting this study on leadership as it pertains to the Municipal Police Chief, it became apparent that the position itself requires a vast array of qualifications and skills beyond what was anticipated at the outset of the study.

For those who strive to one day serve as a Police Chief, they must first realize that they have an individual, moral obligation to the police profession and those that they will serve. They must properly prepare themselves, clearly understand and be ready to accept the obligations and the responsibilities of the position they seek.

Secondly, they should have arrived at a point in their own personal growth where their need for self-actualization has been achieved to a substantial degree and their motive for wanting the position is vested in service, loyalty, dedication and a sense of wanting to use their God-given or developed skills for the good of those who will look to them for leadership.

This study provides the future Chief with some greater sense of what is required of the job. It suggests that the future Chief must work harder on the development of his own knowledge and skills and be willing to pay a greater price in preparation for the job.

This study recommends that today's Police Chief to place greater emphasis on his efforts to build leadership within his organization and realize the tremendous value that this form of investment of time and effort might have in the future of the organization and the community.

The impact and effect of Police Chiefs throughout our state and country may be more significant in the coming years than ever before. They are the leaders of the force that is really the first line of defense in our society. They are the leaders of the force that defends the principles and the values that are written into our laws and upon which our great nation was founded.

As America heads into the 21st century, its values and its principles will be threatened and attacked, not only by those from foreign lands, but by individuals within our own communities. The Police Chief who is prepared and competent,



who exemplifies the values and principles of his organization, his community and his country and can instill them in others, will play a significant role in the future success of the American way of life.

Will the Police Chief of the next decade possess the essential and critical knowledge and skill necessary for success in leading his organization?

If those seeking the position realize what it encompasses, what it takes to do the job and make sacrifices necessary to properly develop and prepare themselves; and if those who are Police Chiefs today realize the importance of leadership for tomorrow and implement programs to assist in the development of those leaders, then the next decade will see men and women who will lead police organizations to far greater levels of achievement and success than ever before.

The test of our future leaders' merit may well not lie in perseverance when the light at the end of the tunnel is expected but rather in their persistence and continued performance of duty when there is no possibility that the light will ever show up.

Admiral James D. Stockdale  
U.S. Navy - 1983

## APPENDIX

NOMINAL GROUP SESSION #1



September 18, 1986

Sent to all Contra Costa Co. Chiefs

On September 16, 1986, Lieutenant Bob Becker of the Richmond Police Department addressed the County Chief's Association regarding a resource project he is working on for the P.O.S.T. Command College Program.

Lieutenant Becker has selected the topic of "Leadership" for his research project, particularly as it relates to the position of Police Chief. He has asked for the assistance of the County Chiefs in developing resource information for his project and has requested a meeting with the County Chiefs to address his topic. The specific areas to be discussed during the meeting are enumerated in the enclosed attachment.

In response to this request, a meeting has been scheduled for Tuesday, September 30, 1986, at 8:30 a.m. at the Pleasant Hill Police Department. The session is expected to last until approximately 11:30 a.m.

On behalf of Lieutenant Becker, I support his efforts and would very much appreciate your assistance with his project through your attendance.

Earnest R. Clements  
Chief of Police

ERC:lr

Enclosure



401 -27th Street Richmond California 94804      telephone: 415 620-6655

NOMINAL GROUP SESSION

30 September 1986

Pleasant Hill Police Department

Participants: Police Chiefs (Contra Costa County)

GROUP PARTICIPANTS:

Chief Earnest Clements  
Richmond Police Department

Chief Leonard K. Herendeen  
Antioch Police Department

Chief James Nunes  
Pleasant Hill Police Department

Chief Patrick K. Reeve  
El Cerrito Police Department

Chief George Straka  
Concord Police Department

Chief Karl A. Swanson  
Walnut Creek Police Department

## THE NOMINAL GROUP TECHNIQUE PROCESS USED (N.G.T.)

The Nominal Group Technique Process is a means for creative problem focusing, idea generation and collective decision making. It is a technique that is extremely useful whenever a wide variety of creative individual judgements (ideas, opinions, knowledge) need to be combined to resolve a multifaceted problem too complicated for individual resolution.

The technique utilizes six steps to arrive at a group product:

### Step #1 - Problem Statement

The group is presented with a question in writing and given example responses to illustrate the level of abstraction and scope desired. The question is worded to invite an extensive listing of ideas or alternatives.

### Step #2 - Private Brainstorming

Group members write their own personal ideas about the problem, usually as themes or brief phrases.

### Step #3 - Public Round-Robin Sharing (Procedural)

Each person in turn contributes one idea, which is listed on a flip-chart, with rotational sharing continued until all ideas are publicly recorded.

### Step #4 - Public Discussion (Interactive)

Where necessary, each idea is briefly clarified by means of examples and explanations, but not debated for relative merits. Obvious duplicates are eliminated and global ideas are refined into two or more specific items.

### Step #5 - Private Evaluation

Individuals rank or classify all ideas in writing according to criteria specified by the instructor.

### Step #6 - Public Pooling (Procedural)

The group tabulates and summarizes all individual evaluations to produce a mathematically-derived group decision.



## THE NOMINAL GROUP SESSION ISSUE STATEMENT

Leadership in the 1990's: Will the Chief Law Enforcement Executive of the next decade, possess the essential and critical knowledge and skills necessary for success in leading his organization?

### Session Objectives:

1. Identify any trends currently impacting on the position of Chief of Police in such a way as to make the Chief's job more difficult, complex and demanding.
2. Select five trends from the list generated by the group, that are perceived to be most critical to monitor, and respond to, in the next ten to fifteen years in terms of their impact on the job of the Police Chief.
3. Project the level of continuation and impact of the five critical trends over the next ten years on the job of the Police Chief.
4. Generate a list of future events that might occur, which would effect the job of the Police Chief.  
Select from that list five events that would have the most significant impact and estimate the probability of those events actually occurring by the year 2000.
5. Identify the individual Mission of the Police Chief.

6. Identify the critical areas of knowledge, personal qualities and individual skills needed by the Police Chief to do his job effectively and successfully.
7. Consider the various trends that are evolving and the probability of various events occurring in the future, and identify what areas of knowledge, personal qualities and skills will be needed in the next decade by the Police Chief in order to be effective and successful.
8. Identify programs and or actions that can be initiated by TODAY'S POLICE CHIEF, within his organization to specifically develop a group of future leaders, from which to select a Police Chief, who will be qualified and sufficiently prepared to meet the needs and challenges of the next decade.

## Objective #1 - Identifying the Trends

The first task presented to the group was to identify any trends currently impacting on the position of Chief of Police in such a way as to make the Chief's job more difficult, complex and demanding.

### Group Results

The trends identified were as follows:

1. An aging population becoming more prevalent.
2. Intense media scrutiny and manipulation by the media of law enforcement.
3. Dwindling recruitment pool affected by competition from private industry.
4. Increased civil liability and no immunity resulting from police actions.
5. Increased legislation that mandates and dictates to police management.
6. Increase in Civilian Police Review Boards.
7. Changing values of the work force - challenging authority - work ethic.
8. City Council/Manager interference.
9. Greater citizen involvement in police planning.
10. Growing internal conflict in police organizations - changing loyalties.
11. Civilianization in job functions.
12. Civil Rights protection versus citizen demand for police action.
13. Societies changing social morals.

14. Expansion of paper flow - documentation.
15. Growing regional consolidation.
16. Political consolidation.
17. Changing roll of the police officer to that of social mediator.
18. Diminishing resources/revenue.
19. Ineffectiveness of the judicial system.
20. Greater political involvement by the Chief's Executive Association.
21. Significant changes in the ethnic composition of communities.
22. Affirmative action.
23. A decline in the educational system.
24. Drug usage within the law enforcement ranks.
25. Increasing technology..

In discussion and clarification of the trends listed, group members felt that each of these trends contributed in some degree, to an overall and continual increase in the complexity and challenge encountered by today's Police Chief.

The results of Objectives #2 and #3 are  
presented in the narrative portion of the study.

In ratio to the impact the trend is having on the job of Police Chief today, evaluate it's future impact on the position in percentages  
 What "Will Be" the impact of the trend?  
 What "Could Be" the impact of the trend?  
 What was it's impact 5 years ago?

"Will Be"- Level if current forces/decision continue

"Could Be"- Level if the environment behave as responsibly as it would if i really wanted to.

### TREND EVALUATION FORM

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	"Will be" in 10 Years	"Could be" in 10 Years
Increasing Civil Liability Resulting from Police Actions	66%	100	134%	*10-150 32%
Diminishing Resources/Revenue	69%	100	111%	*50-150 60%
Cultural and Ethnic Changes Occurring in Society	68%	100	160%	*100-200 106%
Intense Media Scrutiny and Manipulation of Law Enforcement	73%	100	125%	*50-200 70%
The Continuing Ineffectiveness of the Judicial System	71%	100	124%	*50-200 57%

Form 5.6

\*Range

The group was next asked to envision what events might occur in the next ten to fifteen years that would alter their trend forecasts and/or would have significant impact on the position of the Police Chief and the knowledge and skills required to do his job effectively.

Group Results:

The following events were identified:

1. Consolidation of all law enforcement in each county with the Sheriff as director.
2. The Police Chief reporting directly to City Council.
3. CHP and California State Police given authorization to contract out police services to anywhere in the state.
4. Private police service organizations permitted by law to contract for full police services anywhere in the state.
5. Private industry jail services.
6. Proposition #61 passing.
7. P.O.S.T. Command College expanding to 3 or 4 major law enforcement colleges throughout the state.
8. Legislation to limit civil liability being imposed on police.
9. Legislation which prohibits incarceration for misdemeanor violations.
10. Legislation which would mandate specified resources to police agencies.
11. Elimination of the middle class in society.
12. A major war action occurring on U.S. soil.
13. A major terroristic act (nuclear) resulting in federalization of law enforcement.
14. Internal regulation of the media.
15. Elimination of mandatory retirement age for the Police Chief.

# EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY		NET IMPACT ON THE POSITION OF POLICE CHIEF (- 10 to + 10)
	By 1990 (0-100)	By 2000 (0-100)	
Consolidation of law enforcement agencies in each county into one organization with the Sheriff as the director.	3%	30%	-4
Private police service organizations permitted by law to contract for full police services anywhere in state.	19%	40%	-4
Legislation to limit civil liability imposed on police.	19%	37%	+9
A major war action occurring on U.S. soil.	11%	19%	-7
Passage of Proposition #61 type legislation.	47%	21%	-5

What do you estimate to be the probability of each of the listed events occurring between now and the years indicated on a scale of 0 - 100%. Using a rating of 1 to 10 positive or 1 to 10 negative, what impact will each event have on the position of the Police Chief if the event actually occurs.



## Objective #5 - Identifying the Police Chief's Mission

Having dealt with trends and events that are occurring now and could impact on the future of the Police Chief, the group was next asked to define the individual mission of the Police Chief.

### Group Responses:

1. To be a leader in addition to being chief administrator.
2. To be the steward of the organization's values.
3. To be a focal point for the community.
4. To be responsive to the community needs and changes.
5. To be a creator of organizational vision - innovative.
6. To be a change agent.
7. To be sensitive to the needs of employees.
8. To be an educator and counselor to the City Manager and Council.
9. To be a mediator of disputes.
10. To build leadership within the organization.
11. To insulate the department from political influences.
12. To be the ultimate decision maker.
13. To institute a system of inspectional control.
14. To coordinate and direct resources.
15. To be a policy setter.
16. To set an example.

## Objective #6 - Mission Accomplishment

The group was next asked to identify the critical areas of knowledge, personal qualities and individual skills needed by Today's Police Chief in order to do his job effectively.

### Group Responses:

<u>Areas of Knowledge</u>	<u>Personal Qualities</u>	<u>Individual Skills</u>
Penal Law	Integrity	Articulate
Labor Relations	Honesty	Communicate
Administrative Law	Confidence	Conceptualize
Civil Law	Sensitivity	Analyze
Media Relations	Common Sense	Planner
Governmental Processes	Patience	Consensus Builder
Personnel and Budget Management	Intelligence	Personable
Computer Technology	Optimism	Decision Maker
Organizational Systems	Determination	Delegator
Business Administration	Flexibility	Listener
Limitations of Bureaucracy	Innovativeness	Time Manager
Psychology/Sociology	Studiosness	Dress/Image
Political Trends	Intuitiveness	Leadership
Cultural Dynamics	Morality	Politically Astute
Value Systems	High Energy	Motivator
Time Management	Good Humor	
Motivational Dynamics	Good Health	
Police Systems and Practices		

## Objective #7 - Mission Accomplishment in the Future

The group was next asked to think into the future, consider the trends discussed and potential events occurring that would effect the external environment and the police culture and identify areas of knowledge, qualities and skills that the police chief of the next decade will need in order to be effective and successful.

Group Responses (Identified as additional or different from those indicated in Objective #6)

<u>Areas of Knowledge</u>	<u>Personal Qualities</u>	<u>Individual Skills</u>
Ethnic/Cultural Awareness	Thick Skinned	Multi-lingual
Reduction of Civil Liabilities		Marketing
Recognition of libelous circumstances		Media astuteness
Advanced Formal Education		Stage Presence
Stress Management		Better Communicator
Relaxation Techniques		Deal with Ambiguity
Trend Recognition		Manage with Limited Resources

## Objective #8 - Developing the Future Leader

The final question presented to the group asked that they identify programs and or actions that can be initiated by Today's Police Chief within his organization to specifically develop a group of future leaders, from which to select a Police Chief who will be qualified and sufficiently prepared to meet the needs and challenges of the next decade.

### Group Responses:

1. Establish incentives for achieving higher education levels.
2. Establish systems of rotation through all the functions of the organization.
3. Establish formal criteria/requirements for advancement.
4. Encourage participation in community organizations.
5. Establish officer-exchange programs with other organizations
6. Establish Command Officer involvement with private industry to broaden perspectives.
7. Establish systems for participation in decision making.
8. Delegate responsibility.
9. Accept only quality and reject mediocrity.
10. Expose future leaders to the front line interaction between Chief and community.
11. Develop performance plans and goals for future leaders.
12. Administer critical, comprehensive evaluations to future leaders.
13. Clarify rolls and hold future leaders accountable.
14. Establish a process for identifying the leaders within the organization and improve their weaknesses and build strengths.

15. Establish a command duty concept by rotating operational responsibility for the organization among senior command officers.

NOMINAL GROUP SESSION #2



October 10, 1986

On 9 October 1986, I addressed the Public Managers' Association regarding a research project that I am working on for the P.O.S.T. Command College Program.

The project topic deals with "Leadership", particularly as it relates to the position of Municipal Police Chief. In order to develop resource information for this project, I am currently surveying a large number of Police Officers and Command Officers throughout the county. I have met with a group of Police Chiefs from the county and now I'm asking for the assistance of City Managers in the county.

Specifically, I am asking for City Manager attendance at a two hour study session on Friday, 17 October 1986 at 9:00 A.M. in the conference room of the Hall of Justice in Richmond. The session is expected to last approximately two hours and will deal with the specific questions listed on the attached page.

At this time, I have commitments from five to attend and I'm hoping that six to ten City Managers will attend so as to increase the comprehensiveness of the group product.

If at all possible, please attend this session and assist me with your opinions and ideas. A hosted lunch will be provided.

Thanking you in advance for your assistance and consideration.

ROBERT J. BECKER, LIEUTENANT  
Patrol Bureau

RJB/bas

Attachment



P.O.S.T. COMMAND COLLEGE CLASS III

Independent Study Project

SUBJECT: Leadership in the 1990's: Will the Police Chief of the next decade, possess the essential and critical knowledge and skills necessary for success in leading his organization?

PROCESS: Nominal Group Technique Session

PARTICIPANTS: Contra Costa County City Managers

Specific Questions to be Addressed

1. Does the Police Chief have an individual Mission? Is it multi- -- faceted with component parts? What is his mission?
2. What personal knowledge, qualities and skills are needed by todays Police Chief in order to accomplish his mission?
3. Looking to the future and considering the changes occurring both in society and within the law enforcement work force, What knowledge, qualities and skills will the Police Chief of the next decade need to possess in order to accomplish his mission and be successful?
4. What programs or actions can be initiated by TODAYS POLICE CHIEF within his organization to specifically develop a group of future leaders from which, a Police Chief can be selected, who will be qualified and properly prepared to meet the needs and challenges of the next decade?

RJB/9 Oct 86



NOMINAL GROUP SESSION

17 October 1986

Richmond Police Department

Participants: City Managers

GROUP PARTICIPANTS:

Gary Chase  
City Manager, Moraga

Ron Creagh  
City Manager, El Cerrito

Michael Uberuago  
City Manager, Concord

Larry Moore  
Assistant City Manager, Richmond

## THE NOMINAL GROUP SESSION ISSUE STATEMENT

Leadership in the 1990's: Will the Chief Law Enforcement Executive of the next decade, possess the essential and critical knowledge and skills recovery for success in leading his organization?

### Session Objectives:

1. To identify the individual mission of the Police Chief in today's municipal law enforcement organization.
2. Identify the critical areas of knowledge, personal qualities and individual skills needed by the Police Chief to do his job effectively and successfully.
3. To determine what areas of knowledge personal qualities and skills will be needed by the Police Chief in the next decade in order to be effective and successful.
4. To propose actions or programs that can be initiated by Today's Police Chief, within his organization to specifically develop a group of leaders, from which a Police Chief can be selected, who will be qualified and sufficiently prepared to meet the needs and challenges of the next decade.

## Objective #1 - Identifying the Police Chief's Mission

The group was first asked to identify in broad terms the individual mission of the Police Chief.

### Group Results:

1. To be an advisor to the City Manager.
2. To be cognizant of, to react to and reflect the changes and values in today's society.
3. To be an innovator in regard to his organization's needs.
4. To communicate his organization's needs to city heads and elected officials.
5. To be a manager to his organization.
6. To fulfill the role and responsibilities of the head law enforcement officer in the city.
7. To serve as a coach to his organization, striving for efficiency and effectiveness while being sensitive, maintaining morale and shielding his organization from external influences.
8. To educate the community in regard to the capabilities, realities and limitations of the law and its application to community problems.
9. To be an interpreter/translator of public and administrative policy both to his organization and to the public.
10. To be visionary and provide the organization with goals and direction.
11. To respond to the values and desires of the community to the fullest extent possible while adhering to the requirements and limitations of the law.
12. To be a mentor within his organization.

13. To serve as a community leader, visible, accessible and involved.
14. To serve as a confidant to community leaders.
15. To be a public relations facilitator to the organization.
16. To serve as an advisor to various city committees and groups.
17. To be a team player when dealing with other department heads.

The group was then asked to identify the five most important elements of the Police Chief's Mission from the list created.

Group Results:

1. To be a manager to his organization.
2. To serve as a community leader, visible, accessible and involved.
3. To be a visionary and provide his organization with goals and direction.
4. To fulfill the role and responsibilities of the head law enforcement officer in the city.
5. To be an interpreter/translator of public and administrative policy both to his organization and to the public.

## Objective #2 - Mission Accomplishment

The group was next asked to identify the critical areas of knowledge, personal qualities and individual skills needed by Today's Police Chief in order to accomplish his mission.

### Group Results:

<u>AREAS OF KNOWLEDGE</u>	<u>PERSONAL QUALITIES</u>	<u>INDIVIDUAL SKILLS</u>
Laws - Penal - Administrative Federal and State	Open and Communicative	Spontaniety
Management Styles and Techniques	Honest	Verbal
Community Values/Environment	Fair	Written
Organizational Values Environment	Concerned	Negotiator
Budget and Finance	Sensitive	Motivator
Political Savvy	Intelligent	Process Information
City Organizations - Different	Hard Working	Timing
Department's Function	Decisive	Logical Thinker
	Integrity	Adaptable
	Ability to Keep Confidences	Posture Regard for People
	Self Confidence	Conceptualize
		Proactive
		Accurate self- assessment - strength weakness
		Develop Others
		Efficiency Orientati

### Objective #3 - Mission Accomplishment in the Future

The group was then asked to consider the changes taking place both in the organizational culture and in society and identify what areas of knowledge, personal qualities and individual skills would be needed in the next decade in order to accomplish the Chief's mission.

#### Group Results:

<u>AREAS OF KNOWLEDGE</u>	<u>PERSONAL QUALITIES</u>	<u>INDIVIDUAL SKILLS</u>
Labor Relations	Open Mindedness -	Generic Negotiation
Cultural Awareness	Understanding and	To do more with less
Working with Pressure	Adaptions to Changing	Creating an image -
Groups - Public Interest -	Values	Fair - Concerned
Group Politics	Positive Attitude Toward	Competent
Sub-cultures	Continuing Education	Handling Stress
Conflict Resolution Skills	for One's Self -	Working with Less
Interpersonal Skills	(attending civilian	Respect
Understanding Community	training courses for	Innovator
Values	development of general	Visionary
	and political skills)	Becoming less a
		manager - more a
		delegator
		More image - symbol

#### Objective #4 - Developing the Future Leader

The final question presented to the group was that of proposing actions or programs that could be initiated by Today's Police Chief that would facilitate the development of a group of leaders within the organization who would as a result of these actions/programs, be properly qualified and prepared to assume the leadership of the organization in the next decade.

#### Group Results:

1. Send personnel to skill development training that is outside the law enforcement training realm and conducted by and/or for the private sector.
2. Expose future police leaders in the organization to the knowledge, skills, needs and perspectives of personnel in the other city departments by:
  - A. Sending future leaders of the various city departments to generic training sources along with future police leaders.
  - B. Formulating joint task forces of future leaders from the police department and other city departments to work together on problems of mutual concern to the city.



3. The Chief should designate a portion of his time to personal interactions with future police leaders so as to impart his expertise and experiences to them and influence and enhance their development and growth as leaders.

INTERVIEWS

## Interviews

Michael Lynch, City Manager, Vallejo, CA

Cecil Riley, General Manager, Rossmor, Walnut Creek, CA  
(Former Oakland City Manager)

Gary Brown, Ralph Anderson & Associates, Sacramento, CA  
(Former San Clemente Police Chief)

Robert Murray, Ralph Anderson & Associates, Sacramento, CA  
(Former City Manager, Olympia, Washington)

B. Gale Wilson, City Manager, Fairfield, CA

Hal Cronkite, Acting City Manager, Berkeley, CA

Avon Manning, Deputy City Manager, Oakland, CA

George Hart, Police Chief, Oakland, CA



I am a lieutenant with the Richmond Police Department, currently participating in the Commission on Peace Officer Standards and Training's Executive Development Program, known as "Command College." This training program is conducted over a two year period and consists of a series of one week workshops on various techniques relevant to police executive management and culminates with the requirement that each student conduct an independent study project on a topic of the student's choice that impacts on the future of Law Enforcement.

I have selected the topic of Leadership, particularly as it pertains to the position of the Municipal Police Chief. In order to form a framework from which to approach this topic, I have formulated a project title that questions the future effectiveness and success of police leadership and have further formulated four questions to explore the topic (please refer to the attached).

Thus far in my study, I have obtained a number of responses to the topic questions through group sessions and surveys and have taken the liberty of enclosing a summary of some of this material.

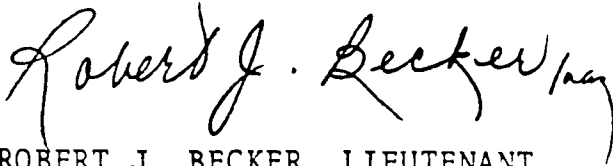
My objective now is to interview selected City Managers and Police Chiefs to obtain their perspectives on the questions posed and include that input in my project.



For this purpose, I am writing to you in the hope that you might be willing to meet with me between now and November 7, 1986 to give me your perspective on the questions posed.

I will follow with a call to your office during the last week of October to find out if you are able to accommodate my request.

Your consideration of this request is appreciated.

A handwritten signature in cursive script that reads "Robert J. Becker". The signature is written in dark ink and is positioned above the typed name.

ROBERT J. BECKER, LIEUTENANT  
Patrol Bureau

RJB/bas

Enclosure

Topic Title: Leadership in the 1990's: Will the Chief Law Enforcement Executive of the next decade, possess the essential and critical knowledge and skills necessary for success in leading his Organization?

1. What do you think the mission of the Police Chief is? Is his mission multi-faceted with component parts? In a broad sense, what should he be doing in order to be a successful and effective leader of a Municipal Police Organization? Internally? Externally?
2. What personal knowledge, qualities and skills are needed by TODAY'S Police Chief in order to do his job effectively and be successful?
3. There are many changes occurring both in society and within the Police organization and culture that are impacting on the job of the Police Chief.

Considering these changes and the impact they will have on FUTURE, will the Police Chief need to possess more or different personal qualities, individual skills or areas of knowledge in the next ten to fifteen years in order to be effective and successful in accomplishing his mission?

4. What programs and or actions can be initiated by TODAY'S POLICE CHIEF, within his organization, to specifically develop a group of future leaders, from which to select a Police Chief, who will be qualified and properly prepared to meet the needs and challenges.

## POLICE OFFICER SURVEY

### DATA

One hundred surveys consisting of the four questions on the following page were distributed to police officers with sixty-three surveys being returned. The data accumulated from those surveys follows.

Topic Title: Leadership in the 1990's: Will the Chief Law Enforcement Executive of the next decade, possess the essential and critical knowledge and skills necessary for success in leading his Organization?

1. What do you think the mission of the Police Chief is? Is his mission multi-faceted with component parts? In a broad sense, what should he be doing in order to be a successful and effective leader of a Municipal Police Organization? Internally? Externally?
2. What personal knowledge, qualities and skills are needed by TODAY'S Police Chief in order to do his job effectively and be successful?
3. There are many changes occurring both in society and within the Police organization and culture that are impacting on the job of the Police Chief.

Considering these changes and the impact they will have on FUTURE, will the Police Chief need to possess more or different personal qualities, individual skills or areas of knowledge in the next ten to fifteen years in order to be effective and successful in accomplishing his mission?

4. What programs and or actions can be initiated by TODAY'S POLICE CHIEF, within his organization, to specifically develop a group of future leaders, from which to select a Police Chief, who will be qualified and properly prepared to meet the needs and challenges.



THE POLICE OFFICER'S PERSPECTIVE OF THE POLICE CHIEF'S MISSION

1. To establish a direction, an emphasis for the organization to operate from and/or progress toward.
2. To exhibit a high profile within the organization, and direct communication with subordinates as to his concerns and directives.
3. To lead by example, to provide an identity for the organization, to symbolize the individual style and characteristics that should be emulated.
4. Provide personal recognition to the good workers and high achievers in the organization.
5. Establish a system that develops leaders for the future of the organization.
6. To be concerned about morale and take action to maintain an acceptable level.
7. To gain the respect of the police officers as a group.
8. To establish a system of command officer stability.
9. Establish honesty and integrity in the organization.
10. To build and promote unity within the organization.
11. Establish a fair and consistent system for the administration of discipline.
12. Utilize the resources of the organization in a balanced manner between the demands from external sources and the realistic police service needs of the community.
13. Establish a system of promotion based upon merit.
14. Be a communicator and a salesman to the public of the police mission and the specific emphasis or direction of the organization.
15. To obtain for the organization, the resources necessary to accomplish the police mission.

RJB/16Oct86

## Mission Accomplishment Responses

NOW:

### Areas of Knowledge

Management Skills  
Business Skills  
Communication Skills  
Community Needs  
Officer Needs  
Modern Technology  
Laws and Ordinances  
Police Systems and Functions  
Liability Awareness  
Crime Problems in his City  
Federal and State Case Law  
Non-Lethal and Lethal Weapons Technology  
Police History of Department  
Union Relations  
Politics

### Personal Qualities

Honesty  
Integrity  
Fairness  
Desire to do a Good Job  
Confidence  
Personal Discipline  
Tact  
Motivation  
Intelligence  
Physical Fitness  
Literary  
Sincerity  
Common Sense  
Decisiveness  
Understanding  
Pride  
Command Presence  
Patience  
Sense of Humor

### Individual Skills

Communicator  
Good Writer  
Interpersonal Skills  
Reasoning  
Abilities to Train  
Listener  
Assessing Citizen Perceptions  
Abilities to Change  
Negotiator  
People Motivator  
Mediator

FUTURE:

Legal Issues  
Minority Cultures  
Computer Technology  
Demographics  
Social Psychology

Personable  
Open Minded  
Impartial  
Able to Incorporate New Ideas  
Team Player

Greater People Management Skills  
Greater Oral Communication Skills  
Diplomacy  
Negotiation  
Persuasive  
Aggressive

## Developing the Future Leader

1. Comprehensive Rotation Program to all Functions.
2. Assisting with Outside Education.
3. Officer Exchange Program.
4. Demand for High Quality Product.
5. Attendance at Conferences to discuss the Future.
6. Purposely create acting positions for personnel to form at the next higher rank.
7. Assign personnel to P.O.S.T. Schools designed for specific ranks before they are promoted to that rank.
8. Self education in fields other than Police Science and Criminal Justice.
9. Establish Think Tanks for individuals interested in exploring Leadership Concepts.
10. The existing Chief should recognize future leaders and groom them.
11. Establish firm accountability within the organization.
12. A yearly interview with the Chief to receive his evaluation of each command officer's strengths and weaknesses.
13. Promote only on merit.

### Footnotes

1. J.J. Norton and G.C. Cowart "Assaulting the Politics/ Administration Dichotomy," Police Chief, November 1978, P. 26.
2. Leaders and Leadership by General S.L.A. Marshall, Article from the Armed Forces Officer 1975, P. 42-44
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